



**GUIDELINES FOR
OPERATIONALISING
THE ASEAN REGIONAL
FRAMEWORK ON
PROTECTION,
GENDER,
AND INCLUSION
IN DISASTER
MANAGEMENT**

**A PRIORITISATION
AND PLANNING
TOOLKIT**

The Association of Southeast Asian Nations (ASEAN) was established on 8 August 1967. The Member States are Brunei Darussalam, Cambodia, Indonesia, Lao PDR, Malaysia, Myanmar, Philippines, Singapore, Thailand and Viet Nam. The ASEAN Secretariat is based in Jakarta, Indonesia.

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Guidelines for Operationalising the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management: A Planning and Prioritization Toolkit, Jakarta, ASEAN Secretariat, June 2022

363.347

1.ASEAN – Disaster Management – Gender
2.Protection Program – Vulnerable Groups

ISBN 978-623-5429-03-8 (EPUB)



ASEAN: A Community of Opportunities for All

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Acknowledgements:

The Guidelines for Operationalising the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025 (ARF-PGI) were developed under the project “Strengthening Gender-Responsive Disaster Management in ASEAN,” implemented in close collaboration with the ASEAN Secretariat by the United Nations Entity for Gender Equality and the Empowerment of Women (UN Women), with funding from the European Civil Protection and Humanitarian Aid Operations (ECHO).

We thank the focal points for the ASEAN Committee on Disaster Management, ASEAN Committee on Women, Senior Officials Meeting on Social Welfare and Development, the ASEAN Inter-governmental Commission on Human Rights, and the AHA Centre for their review and inputs. We also thank the following organisations who have provided case studies to inform the development of the Guidelines, including those contributing to the Virtual Road Trip on Protection, Gender, and Inclusion in Disaster Management in 2021, and the ASEAN Forum for Gender and Disaster Risk Reduction organised in November 2021: the International Federation of the Red Cross and Red Crescent, Arbeiter-Samariter-Bund Indonesia and the Philippines, the Gender-Based Violence Area of Responsibility, Save the Children, the United Nations Population Fund, and the United Nations Office for Disaster Risk Reduction.





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ACRONYMS

AADMER	ASEAN Agreement on Disaster Management and Emergency Response
ACDM	ASEAN Committee on Disaster Management
ACW	ASEAN Committee on Women
AGMSF	ASEAN Gender Mainstreaming Strategic Framework 2021-2025
AHA Centre	ASEAN Coordinating Centre on Humanitarian Assistance on disaster management
AICHR	ASEAN Intergovernmental Commission on Human Rights
AJDRP	ASEAN Joint Disaster Response Plan
AMS	ASEAN Member State
APG	AADMER Partnership Group
ARF-PGI	ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025
ASEAN	Association of Southeast Asian Nations
CBDRM	community-based disaster risk management
CSO	civil society organisation
DRR	disaster risk reduction
DWF	Department of Women's Affairs and Family Development
EVAC	elimination of violence against children
EVAW	elimination of violence against women
GBV	gender-based violence
HADR	humanitarian action and disaster relief
IFRC	International Federation of Red Cross and Red Crescent Societies
NGO	non-governmental organisation
NDMO	national disaster management organisation
PDNA	post-disaster needs assessment
PGI	protection, gender, and inclusion
PSEA	prevention of sexual exploitation and abuse
RVA	risk and vulnerability assessment
SADDD	sex-, age- and disability-disaggregated data
SCDF	Singapore Civil Defence Force
SFDRR	Sendai Framework for Disaster Risk Reduction
SOMSWD	Senior Officials Meeting on Social Welfare and Development
UNDP	United Nations Development Programme
TOT	training of trainers
TWG-PGI	Technical Working Group on Protection, Gender and Inclusion
UNICEF	United Nations Children's Fund
UNFPA	United Nations Population Fund

JOINT FOREWORD

The ASEAN Vision 2025 on Disaster Management was unequivocal: in realising the vision of “One ASEAN, One Response”, ASEAN prioritise a people-centred approach to disaster management, with ensure gender equality and the empowerment for women, girls, youth, and children so that they can act as agents of their own response. The Vision recognised that further institutionalisation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) would require a multi-layered and cross-sectoral governance approach, driven by both partnerships and resource mobilisation.

Since the Vision was developed in 2016, ASEAN has steadily worked to realise these approaches, not least in the area of Protection, Gender, and Inclusion (PGI) in disaster management. Recognising that both disaster management and gender requiring cross-cutting approaches, the AADMER Work Programme 2021-2025 has featured substantive efforts to not only institutionalise PGI approaches in the work of the ASEAN Committee on Disaster Management (ACDM), but also to institutionalise disaster resilience and climate change adaptation in the work of the ASEAN Committee on Women (ACW). Through the Technical Working Group on PGI, the ACDM, ACW, Senior Officials Meeting on Social Welfare and Development (SOMSWD), ASEAN Secretariat, and the ASEAN Coordinating Centre for Humanitarian Assistance on disaster management (AHA Centre) have advanced targeted efforts in gender equality and protection in a landscape with increasing risks, including through the launch of the ASEAN Regional Framework on PGI in Disaster Management (ARF-PGI) 2021-2025 in October 2021.

The present Guidelines on Operationalising the ARF-PGI in many ways consolidate and capture the lessons learnt of these multi-sectoral efforts with partners. They serve as a prioritisation and planning toolkit to support regional bodies working in a cross-sectoral manner on PGI issues in disaster management, and national disaster-management actors, in the concrete operationalisation of AADMER. They provide guidance and templates, concrete steps for the implementation of each Target Action, and, recognising the wealth of experience and expertise present in the region from Member States and partners, case studies and resources on how PGI Target Actions have been implemented in ASEAN.

The global DRR community recognised at the 2022 Global Platform for Disaster Risk Reduction that DRR leadership must be more inclusive, and that more can be done to strengthen gender equality and the participation of women and girls in decision-making, implementation, and leadership. Noting this road ahead, we thank, and look forward to further collaborations with, ASEAN partners including UN agencies, the Red Cross Red Crescent movement, and civil society in advancing inclusive disaster management in ASEAN. We also thank the European Civil Protection and Humanitarian Aid Operations (DG-ECHO), for their continued support towards an inclusive, sustainable, and resilient ASEAN Community.

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EXECUTIVE SUMMARY

The Association of Southeast Asian Nations (ASEAN) has, in recent years, substantively advanced efforts to address emerging protection, gender and inclusion (PGI) issues in disaster management. In line with the vision of One ASEAN One Response, in October 2021 the ASEAN Committee on Disaster Management (ACDM) launched the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025 (ARF-PGI).

This serves as the main PGI strategy to all ACDM working groups for the implementation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025. The ARF-PGI is built upon the core commitments under the ASEAN Community Blueprint 2025 in the areas of disaster management, gender mainstreaming, the prevention of and response to gender-based violence (GBV), child protection, and disability inclusion. As such, it outlines a set of target actions under the three pillars of Protection, Gender, and Inclusion, respectively. Cutting across all three pillars are the principles of leadership and meaningful engagement of those most affected by disasters, including women, children, youth, elderly, the poor, and people with disabilities.

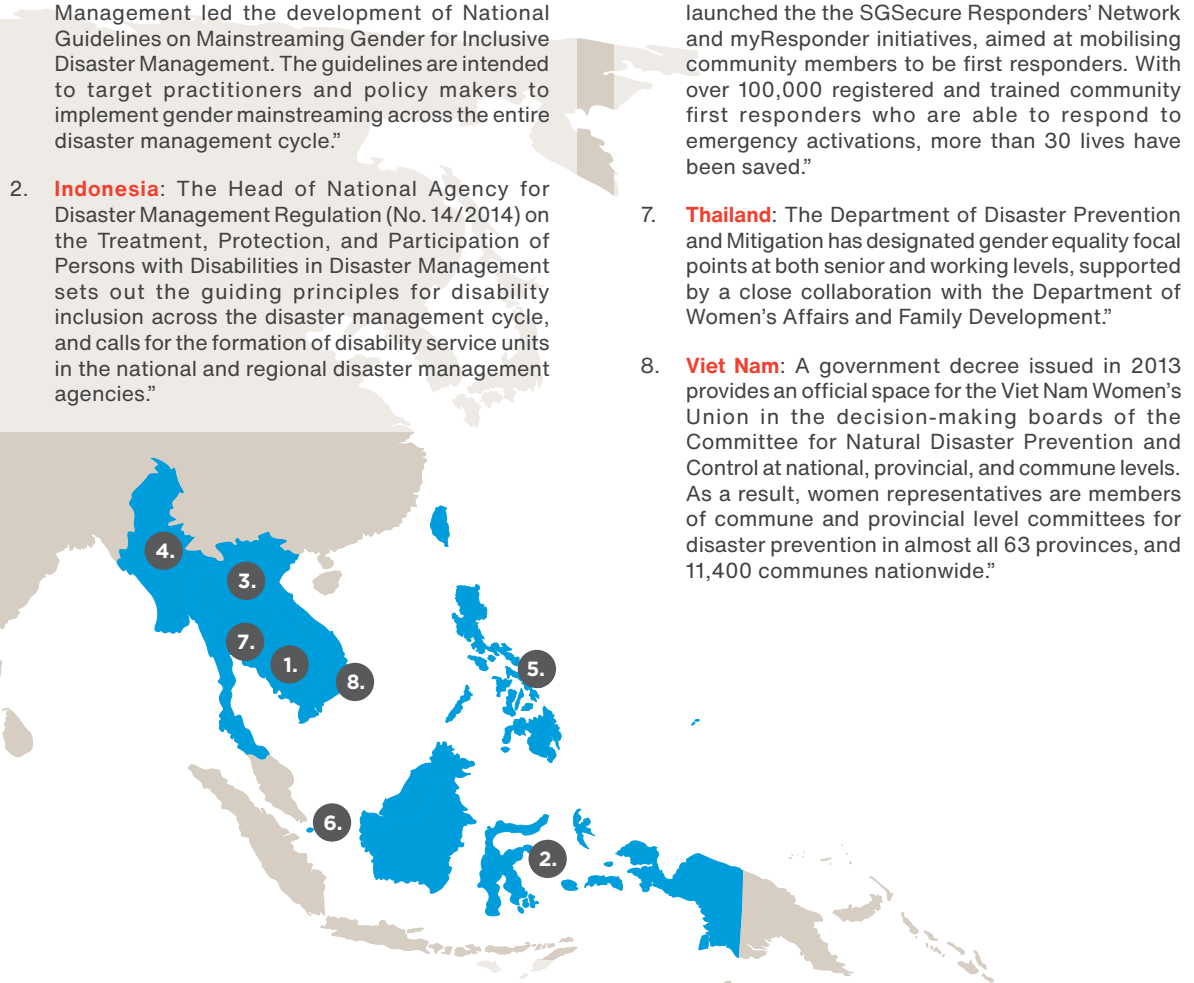
The present Guidelines for Operationalising the ARF-PGI serve as a prioritisation and planning toolkit to support regional bodies working in a cross-sectoral manner on PGI issues in disaster management, and national disaster-management actors, in concrete operationalisation of the AADMER Work Programme 2021-2025. Its objectives are:

- ▶ to provide guidance and templates to assist sectoral bodies and AMSs in prioritising and planning the implementation of PGI actions in accordance with national contexts;
- ▶ to break down each target action of the ARF-PGI into steps and provide suggested indicators to track progress; and
- ▶ to link the users of these Guidelines to further specialised resources in PGI in disaster management.

The main target audience for these Guidelines are ASEAN sectoral bodies, national disaster management organisations (NDMOs), and other organisations working on gender and social inclusion issues at the national level. It also intends to serve as a reference for development and humanitarian agencies, including the UN and civil-society partners. As the ARF-PGI also includes Target Actions relevant to actors in sectors such as social welfare, NDMOs may play coordinating/convening roles in stakeholder engagement for the implementation of the ARF-PGI. The Guidelines are comprised of three sections:

- 1) An overview of the Target Actions under the ARF-PGI
- 2) A guide to the utilisation of these Guidelines, including templates and tools for self-guided prioritisation and planning processes
- 3) For each pillar (Protection, Gender, and Inclusion, respectively), a chapter with detailed breakdowns of each target actions. Under each Target Actions, these Guidelines provide:
 - a set of proposed activities that can be taken towards achievement of the Target Action;
 - a set of suggested indicators that may be used to track progress as applicable.
 - links to further specialised resources, including tools and checklists developed by AMS and development partners; and
 - for select target actions, short case studies on how it has been implemented in an AMS, or at the regional level.

Figure 1: Examples from ASEAN Member States on Integrating Protection, Gender, and Inclusion in Disaster Management

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1. **Cambodia:** The National Committee for Disaster Management led the development of National Guidelines on Mainstreaming Gender for Inclusive Disaster Management. The guidelines are intended to target practitioners and policy makers to implement gender mainstreaming across the entire disaster management cycle.”
 2. **Indonesia:** The Head of National Agency for Disaster Management Regulation (No. 14/2014) on the Treatment, Protection, and Participation of Persons with Disabilities in Disaster Management sets out the guiding principles for disability inclusion across the disaster management cycle, and calls for the formation of disability service units in the national and regional disaster management agencies.”
 3. **Lao PDR:** Following the 2018 floods, the Government integrated gender and social inclusion into its Post-Disaster Needs Assessment, leading to a recovery strategy that specified and budgeted for targeted activities by the Lao Women’s Union to prevent and respond to GBV.”
 4. **Myanmar:** Following Cyclone Komen in 2015, the Government leveraged both pre-existing disaggregated data and dedicated data collection with women and girls to develop a fully gender-responsive recovery strategy, addressing key immediate needs of women and girls while also addressing the root causes of the disproportionate impact on them in disasters.”
 5. **Philippines:** Guided by the UN Convention on the Rights of the Child, Republic Act 10821 commits the State to ‘establish and implement a comprehensive and strategic programme of action to provide children and pregnant and lactating mothers affected by disasters and other emergency situations.”
 6. **Singapore:** The Singapore Civil Defence Force has launched the the SGSecure Responders’ Network and myResponder initiatives, aimed at mobilising community members to be first responders. With over 100,000 registered and trained community first responders who are able to respond to emergency activations, more than 30 lives have been saved.”
 7. **Thailand:** The Department of Disaster Prevention and Mitigation has designated gender equality focal points at both senior and working levels, supported by a close collaboration with the Department of Women’s Affairs and Family Development.”
 8. **Viet Nam:** A government decree issued in 2013 provides an official space for the Viet Nam Women’s Union in the decision-making boards of the Committee for Natural Disaster Prevention and Control at national, provincial, and commune levels. As a result, women representatives are members of commune and provincial level committees for disaster prevention in almost all 63 provinces, and 11,400 communes nationwide.”
- **Regionwide Example 1:** “In 2018, ASEAN and IFRC undertook research that found an increased risk of different forms of GBV during and after disasters across three countries in South-East Asia. The locally led community-based research involved consultation with 1,800 disaster-affected women, adolescent girls, men and boys as well as disaster responders, local authorities and other actors.”
 - **Regionwide Example 2:** “The Technical Working Group on Protection, Gender, and Inclusion brings together sectoral bodies on disaster management, gender, and social welfare to address specific issues on PGI in disasters, and promote and technically support all actors engaged in disaster management.”

Executive summary

To use these Guidelines, ASEAN sectoral bodies and AMSs may develop their own context-specific action plans, following the five steps below:



1. INTRODUCTION

Background

The Association of Southeast Asian Nations (ASEAN) has, in recent years, substantively advanced efforts to address emerging protection, gender and inclusion (PGI) issues in disaster management. In line with the vision of One ASEAN One Response, in October 2021 the ASEAN Committee on Disaster Management (ACDM) launched the ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025 (ARF-PGI). This serves as the main PGI strategy to all ACDM working groups for the implementation of the ASEAN Agreement on Disaster Management and Emergency Response (AADMER) Work Programme 2021-2025. The ARF-PGI is built upon the core commitments under the ASEAN Community Blueprint in the areas of disaster management, gender mainstreaming, the prevention of and response to gender-based violence (GBV), child protection, and disability inclusion. As such, it outlines a set of target actions under the three pillars of Protection, Gender, and Inclusion, respectively. Cutting across all three pillars are the principles of leadership and meaningful engagement of those most affected by disasters, including women, children, youth, elderly, the poor, and people with disabilities.

“Gender and Social Inclusion: To inculcate a whole-of-society approach in disaster management that leaves no one behind by recognising the key roles and unique needs of the communities, especially those that are most affected during disasters including women, children, youth, elderly, the poor and people with disabilities as well as other vulnerable groups.”

– AADMER Work Programme 2021-2025

In 2021, the ASEAN Committee on Women (ACW) and the ASEAN Commission on the Protection and Promotion of the Rights of Women and Children together led the development of the ASEAN Gender Mainstreaming Strategic Framework 2021-2025 (AGMSF). The document was drawn up in line with the following vision:

“ASEAN will have a clearly articulated, coordinated, and accountable approach to gender equality and inclusion, and the individual and collective attitudes of Member States’ officials and ASEAN staff toward the importance of gender and inclusion will be transformed and reflected in behaviours and selected work. All Sectoral Bodies and Secretariat staff will have increased knowledge about the gender and inclusion dimensions of their sectors, and these will be increasingly discussed across the organisations and at senior levels.”

The AGMSF envisions that implementing this vision will move ASEAN towards becoming a thoughtful, change-focused actor on gender and inclusion issues.

The ASEAN Vision 2025 on Disaster Management, adopted in 2016, similarly envisions positioning ASEAN as a pioneer in transforming the disaster-management landscape in the South-East Asia region and beyond. The progress made on PGI in the years since forms a critical part of actualising this vision. The AADMER Work Programme 2021-2025, adopted in November 2020, endorsed the establishment of a Technical Working Group on Protection, Gender, and Inclusion (TWG-PGI), which became operational in March 2021. The TWG-PGI consists of the ACDM Working Group on Prevention and Mitigation, the chair of the ACW, the chair of the Senior Officials Meeting on Social Welfare and Development (SOMSWD), ASEAN Secretariat and the ASEAN Coordinating Centre on Humanitarian Assistance on disaster management (AHA Centre).

Over the first year of implementation of the AADMER Work Programme 2021-2025, ASEAN Member States (AMSs) have reviewed and consolidated their experiences in promoting PGI in disasters, including through a virtual road trip with UN, Red Cross, and civil-society partners, as a platform to share concrete experiences and recommendations in gender, GBV in emergencies, community-based disaster risk management (CBDRM), humanitarian logistics, and enhancing the leadership roles of those most impacted by disasters. In November 2021, the ACDM organised the first ASEAN Forum on Gender and Disaster Risk

1. Introduction

Reduction, five years after the launch of the [2016 Ha Noi Recommendations on Gender and Disaster Risk Reduction](#). The Forum's outcomes highlighted both collective areas of strength with regards to gender-responsive governance and to improving the understanding of disaster risk, as well as areas where cross-country sharing could enhance gender-responsive investments in resilience programming and building back better.

Objectives

The present Guidelines for Operationalising the ARF-PGI serve as a prioritisation and planning toolkit to support regional bodies working in a cross-sectoral manner on PGI issues in disaster management, and national disaster-management actors, in concrete operationalisation of the AADMER Work Programme 2021-2025. Its objectives are:

- ▶ to provide guidance and templates to assist sectoral bodies and AMS in prioritising and planning the implementation of PGI actions in accordance with national contexts;
- ▶ to break down each target action of the ARF-PGI into steps and provide suggested indicators to track progress; and
- ▶ to link the users of these Guidelines to further specialised resources in PGI in disaster management.

Target audience

In line with the ARF-PGI, the main target audience for these Guidelines are ASEAN sectoral bodies, national disaster management organisations (NDMOs), and other organisations working on gender and social inclusion issues at the national level. It also intends to serve as a reference for development and humanitarian agencies, including the UN and civil-society partners. As the ARF-PGI also includes Target Actions relevant to actors in sectors such as social welfare, NDMOs may play coordinating/convening roles in stakeholder engagement for the implementation of the ARF-PGI.

Given the unique demography and landscape of each AMS, these Guidelines support each one in setting and developing context-specific priorities and plans to integrate PGI into their disaster-management policies and programmes in accordance with their stage of development.

Consultation process

These Guidelines were developed in consultation with the sectoral bodies representing their target audience, with the following consultations organised:

- 1) First consultation with the TWG-PGI on 15 February 2022
- 2) Written consultations with the ACDM, ACW, SOMSWD, ASEAN Intergovernmental Commission on Human Rights (AICHR), and the AHA Centre in March 2022
- 3) Final consultation with the ACDM in May 2022

Overview of these Guidelines

These Guidelines are comprised of three sections:

- 4) An overview of the Target Actions under the ARF-PGI
- 5) A guide to the utilisation of these Guidelines, including templates and tools for self-guided prioritisation and planning processes
- 6) For each pillar (Protection, Gender, and Inclusion, respectively), a chapter with detailed breakdowns of each target action. Under each Target Action, these Guidelines provide:
 - a set of proposed activities that can be taken towards achievement of the Target Action;
 - a set of suggested indicators that may be used to track progress as applicable;
 - links to further specialised resources, including tools and checklists developed by AMS and development partners; and
 - to select Target Actions, short case studies on how it has been implemented in an AMS, or at the regional level.

2. ASEAN REGIONAL FRAMEWORK ON PROTECTION, GENDER, AND INCLUSION IN DISASTER MANAGEMENT: OVERVIEW OF TARGET ACTIONS

There is a total of 27 Target Actions across the three pillars - eleven target actions under the Protection pillar, eight target actions under the Gender pillar, and eight target actions under the Inclusion pillar.

This section is a reproduction of the Target Actions as adopted in the ARF-PGI 2021-2025, for reference in the usage of these Guidelines.

Type of intervention ¹	Protection	Gender	Inclusion
Cross-cutting	Institutionalise the leadership of women, children, youth, elderly, the poor and people with disabilities in disaster preparedness, response, and recovery, and promote full and equal participation in decision-making. ²		
Development of studies and assessments	<ul style="list-style-type: none"> Undertake safe and ethical research, data collection and analysis on protection risks in disasters and crises, including GBV and violence against children, to support the formulation and effective implementation of laws, policies and programmes.³ 	<ul style="list-style-type: none"> Collect, analyse and use gender, age and disability disaggregated data to inform DRR and response strategies, development and implementation of disaster management programmes, and ensure that unique needs are met.⁴ Conduct gender analysis, including its intersections with age and disability in relation to protection risks, unpaid care work, livelihood activities and health risks, to inform all disaster management policies and programmes.⁵ 	<ul style="list-style-type: none"> Support an effective coordination mechanism among ASEAN sectoral bodies, national statistics ministries/institutions, and local communities that will focus on gathering and disseminating reliable, coherent, and comprehensive statistics on persons who are often greatly affected in disaster situations such as children, women, elderly/older persons, and persons with disabilities to ensure that informed decisions on effective allocation of disaster preparation resources is made.⁶

2. ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management: overview of Target Actions

Type of intervention ¹	Protection	Gender	Inclusion
Development of strategies, guidelines, and policies	<ul style="list-style-type: none"> ■ Incorporate the prevention of and response to all forms of GBV and violence against children into the planning and delivery of DRR programs and protocols as well as in all humanitarian response⁷ ■ Develop strategies and undertake actions to protect children and ensure their safety, health and well-being in disasters.⁸ ■ Develop and implement strategies and Codes of Conduct to prevent all forms of GBV, sexual exploitation, abuse, and harassment.⁹ 	<ul style="list-style-type: none"> ■ Mainstream a gender perspective, including targeted actions and investments, in the formulation and implementation of all policies, plans, and programmes on disaster management and emergency response.¹⁰ 	<ul style="list-style-type: none"> ■ Ensure alignment of national and local disaster management laws, policies, plans, and programs with international and regional DRR and resilience frameworks to foster a more disability inclusive and disaster resilient environment that anticipate, respond, cope, and adapt to disasters¹¹ ■ Develop disability inclusive disaster resilience plans such as risk assessments, emergency response plans, and recovery and rehabilitation plans, and allocate resources, and ensure active involvement of persons with disabilities, particularly children, women, youth and elderly/older persons¹²
Capacity Building	<ul style="list-style-type: none"> ■ Build the capacity of disaster responders to be able to prevent and respond to GBV in all aspects of DRRM.¹³ 	<ul style="list-style-type: none"> ■ Develop and/or strengthen gender-responsive training programs on disasters and emergencies (including health emergencies), crisis preparedness, response, recovery, and rehabilitation.¹⁴ ■ Document and exchange good practices on gender-responsive disaster risk management, in particular on the role and leadership of women and other vulnerable groups.¹⁵ 	<ul style="list-style-type: none"> ■ Promote the sharing of good practices and lessons learned on DRR to build on those and other innovative measures in creating disability inclusive disaster management plans, programmes, and procedures¹⁶; ■ Conduct trainings and capacity building activities for local, national, and community emergency response managers, and first responders¹⁷
Partnership development/strengthening	<ul style="list-style-type: none"> ■ Establish and maintain coordination between disaster management and protection mechanisms that results in timely, concrete action to mitigate risks, and prevent and respond to GBV and violence against children.¹⁸ ■ Establish and strengthen partnerships at international, regional, national, local and community levels, including with women's organisations, civil society, community-based organisations and individuals, academia, and private entities to address protection risks, including GBV and violence against children in disasters¹⁹ 	<ul style="list-style-type: none"> ■ Leverage existing mechanisms to strengthen partnerships with women's groups and organisations in joint efforts to promote gender-responsive disaster management.²⁰ 	<ul style="list-style-type: none"> ■ Establish a network of disability and human rights professionals among emergency response managers and responders, and consult network of organisations of persons with disabilities in the planning, implementation, and evaluation of policies and programs on disaster and emergency preparedness²¹

2. ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management: overview of Target Actions

Type of intervention ¹	Protection	Gender	Inclusion
National service provision	<ul style="list-style-type: none"> ■ Ensure comprehensive survivor-centred support services for GBV are available and accessible, including health, psycho-social, legal and safety services, and support before, during and after disasters.²² ■ Ensure the accountability of duty-bearers on VAW incidents that occur during or after situations of conflict, disasters and situations of unrest through legal and judicial process and transitional justice mechanisms and with the full and effective participation of women in such processes as well as ensuring that victims/survivors are able to access redress, reparations and other remedies²³ ■ Identify and assess child protection risks in disasters, and develop strategies and undertake actions to address all forms of violence, abuse, exploitation and harm.²⁴ ■ Identify risks and undertake actions to prevent trafficking and to support the safety and dignity of victims of trafficking to ensure that they are treated humanely and with dignity, and have access to humanitarian assistance before, during and after disasters²⁵ 	<ul style="list-style-type: none"> ■ Strengthen the design and implementation of inclusive policies and social safety-net mechanisms, including through community involvement, integrated with livelihood enhancement programmes, and access to basic health-care services, including maternal, new born and child health, sexual and reproductive health²⁶ ■ Provide opportunities for women’s engagement in post disaster recovery efforts and implement targeted recovery measures and long-term rebuilding efforts at enhancing gender equality and women’s empowerment (e.g. credit facilities, special loan agreement for women for rebuilding their livelihoods)²⁷ 	<ul style="list-style-type: none"> ■ Ensure that persons with disabilities have access to disability inclusive national, local, and community level public offices, facilities, equipment, and relevant resources used in emergency situations²⁸ ■ Promote rights-based/ needs-based and life-cycle approach and eliminate all forms of maltreatment on the basis of old age and gender through equitable access to public services, income generation, health care services, and essential information, as well as preventive measures, legal protection, and effective support system in disasters²⁹

3. USING THESE GUIDELINES FOR PLANNING AND PRIORITISATION

To issue these Guidelines, ASEAN sectoral bodies and AMSs may develop their own context-specific action plans, following the five steps below:

Step 1: Take stock of progress against implementation of PGI commitments in ASEAN and national disaster management commitments

Step 2: Identify relevant stakeholders to engage in prioritisation and planning exercises, and designate key roles and responsibilities

Step 3: Jointly complete a self-guided prioritisation exercise, using the template in Annex A

Step 4: Refer to detailed guidance under each Target Action of these Guidelines to identify activities, indicators, and key resources

Step 5: Jointly develop an action plan, using the template in Annex B

Step 1: Take stock of progress against implementation of PGI commitments in ASEAN and national disaster management commitments

To begin utilisation of these Guidelines, users should begin by reviewing the ARF-PGI, alongside their national disaster management plans and programmes, to identify key areas of progress and challenges in implementing these commitments. As a starting point for the review, AMS may review the outcomes of ASEAN-led studies relevant to this area, for example, the AICHR [Thematic Study on Women in Natural Disasters: Indicative Findings in Unravelling Gender in Institutional Responses](#).

Step 2: Identify relevant stakeholders to engage in planning and prioritisation exercises, and designate key roles and responsibilities

Based on the stocktake of progress developed in Step 1, a short stakeholder analysis should be conducted to identify relevant ministries and/or governmental bodies to engage in the planning and prioritisation exercise, and key roles and responsibilities designated for the exercise. At minimum, the process should engage members of the NDMO or equivalent, and members of the national gender machinery or equivalent. Participation and technical expertise should be encouraged from UN agencies, academia, civil society, national Red Cross or Red Crescent, and/or private-sector organisations with relevant expertise on PGI.

Box 1. Establishing a cross-sectoral body to advance PGI in disaster management

In March 2021, the ACDM endorsed the Terms of Reference of the TWG-PGI. The objectives of the Technical Working Group are to: (i) address specific issues in the context of PGI in humanitarian action and disaster relief (HADR) in ASEAN, using AADMER as the regional policy backbone and common platform to maintain ASEAN's centrality; and (ii) serve as an inter-sectoral platform to promote and technically support all ACDM working groups and other actors working towards the achievement of gender equality, elimination of violence against women, and protection and empowerment of everyone at risk in disasters, including women and people with disability, through gender and protection mainstreaming across the region.

The TWG-PGI is composed of the ACDM Working Group on Prevention and Mitigation, the chair of the ACW, chair of SOMSWD, the ASEAN Secretariat, and the AHA Centre has the following functions:

- Develop a gender-and-protection mainstreaming strategy for the AADMER Work Programme 2021-2025, in line with the ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and the Regional Strategic Framework on Gender Mainstreaming
- Identify and advance concrete opportunities for strengthened regional and national capacity and a strengthened evidence base and guidance tools on PGI in disasters and crises
- Collate and disseminate regional and national best practices on PGI, including at regional and global fora such as the Asia-Pacific Ministerial Conference on Disaster Risk Reduction and Global Platform for Disaster Risk Reduction
- Advance the recommendations of a study by the ACDM and the International Federation of Red Cross and Red Crescent Societies (IFRC) on the Responsibility to Prevent and Respond to Sexual and Gender-Based Violence in Disasters and Crises, and the AICHR study on Women in Natural Disasters, as relevant to the AADMER Work Programme 2021-2025 and ACW Work Programme 2021-2025
- Monitor the implementation of PGI commitments on HADR in ASEAN, to achieve the vision of "One ASEAN One Response", and report the progress to the appropriate body

In addition to sectoral bodies, the TWG-PGI also invites technical support from the IFRC, UN Women, and AADMER Partnership Group (APG) members with expertise in the area of PGI.

Step 3: Jointly complete a self-guided prioritisation exercise

These Guidelines are accompanied by a template for a self-guided prioritisation exercise (Annex A), which supports sectoral bodies and AMS to map their existing commitments in each pillar, and to jointly identify and prioritise the target actions that would be most beneficial to disaster management in their contexts.

3. Using these guidelines for planning and prioritisation

Step 4: Further break down the target actions identified as priorities into activities

Once priority target actions have been identified at both senior and technical levels, technical-level staff can refer to guidance on each target action in these Guidelines for suggested activities towards its achievement, indicators that can be used to monitor progress, and for resources that will assist in their implementation.

Step 5: Jointly develop an action plan on PGI in disaster management

These Guidelines provide in Annex B an action-planning template, aiming to assist sectoral bodies and AMS to develop customised, context-specific action plans that identify activities, indicators, responsible bodies, and levels of funding required.

4. IMPLEMENTING CROSS-CUTTING TARGET ACTION ON PARTICIPATION AND LEADERSHIP

Both the Sendai Framework for Disaster Risk Reduction (SFDRR) and the ASEAN Vision 2025 on Disaster Management have called for increased participation and leadership of women, youth and people with disabilities in DRR, response, and

recovery. This section of the Guidelines presents activities that can be undertaken across the disaster management cycle to further institutionalise and promote diverse leadership.

ARF-PGI Target Action:

Institutionalise the leadership of women, children, youth, the elderly, the poor and people with disabilities in disaster preparedness, response, and recovery, and promote full and equal participation in decision-making.

Proposed activities

1. Conduct a review of the composition of disaster management teams, bodies, or councils, including consultations with members to identify barriers for diverse participation and leadership
2. Adopt targets for the participation of women, children, youth, the elderly, the poor and people with disabilities at working and senior levels, and integrate these targets into national, sub-national, and local DRR policies and plans
3. Designate senior-level and working level focal points to support and monitor progress towards implementation of targets on diverse leadership in DRR
4. Map key organisations working with diverse populations, including representative networks of women, children, youth, elderly, the poor and people with disabilities, and engage them in consultative processes on DRR
5. Review human resources processes within disaster management to address structural barriers, and enact policies promoting equitable pay scales and addressing care responsibilities, e.g. for childcare
6. Integrate trainings on PGI into inductions and refresher trainings for disaster management actors, including to address social norms and biases
7. Translate and disseminate child-friendly and accessible editions of the SFDRR and national disaster management policies and plans to enable more inclusive participation in DRR dialogues

Suggested indicators:

- Proportion of women occupying technical and senior level positions in disaster management
- Proportion of disaster management plans, policies, or programmes informed by consultations with representative networks of women, children, youth, the elderly, the poor, and persons with disabilities

4. Implementing cross-cutting target action on participation and leadership

Box 2. Example measures to institutionalise diverse leadership in disaster risk reduction in ASEAN Member States

Adopting and enacting targets for women's leadership in the Philippines

In the Philippines, Section 11 of the Magna Carta of Women of 2009 provides for the progressive realisation of gender balance in decision-making in the civil service, with a target of a 50-50 balance and women making up at least 40 percent of representation in development councils and legislative bodies. Political parties, the private sector, and international organisations are also enjoined to take stock of women in their leadership hierarchy and provide incentives for women to participate on equal terms and without discrimination.

The Philippines Commission for Women's Empowerment and Gender Equality Results Framework furthermore describes the desired impact for Women in Bureaucracy, Politics and Governance as "Equal representation of women and men in bureaucracy, politics and governance results to promulgation of and improve gender responsive implementation of policies, programmes and policies." The Results Framework allows for monitoring of the following indicators on women's leadership:

- Ratio of women to men occupying seats in national government
- Proportion of women occupying technical positions and occupying supervisory positions in government and the private sector
- Level of participation of grassroots women and women civil society organisations (CSOs) in processes aimed towards the enactment of laws for gender equality and the empowerment of women and girls

Appointing gender focal points in the department of disaster prevention and mitigation in Thailand

In Thailand, in line with the National Women's Development Plan 2020-2022, the Department of Disaster Prevention and Mitigation (DDPM) has designated gender equality focal points at both senior and working levels, supported by a close collaboration with the Department of Women's Affairs and Family Development (DWF). The dual appointment of the deputy director-general of the DDPM as the chief gender equality officer, alongside the appointment of an operational Gender Focal Point, demonstrates both senior political will and leadership and dedicated attention to the day-to-day promotion of equitable access for affected populations in disasters. Furthermore, technical and capacity development support are provided by the DWF as the national gender machinery, enabling access to further dedicated expertise in this area.

Key resources:

- Children in a Changing Climate Coalition (2015). [Child-Friendly Sendai Framework for Disaster Risk Reduction.](#)
- Humanitarian Advisory Group (2021). [Guidance Note: Creating and Sustaining Diverse and Inclusive Teams](#)
- UNDRR (2019). [Words into Actions: Engaging Children and Youth in Disaster Risk Reduction and Resilience Building](#)
- UN Women (2022). [Assessing Women's Leadership in Disaster and Climate Resilience: Assessment Framework and Tools](#)

5. IMPLEMENTING TARGET ACTIONS UNDER PILLAR 1: PROTECTION

Why is protection important in disasters?

Disasters impact women, men, girls and boys differently. Those different groups of people have different needs, vulnerabilities and capacities, and different risks to their safety that need to be considered in effective DRR.³⁰ Disasters can also exacerbate gender inequality and increase the risk of forms of discrimination, harm and GBV, such as domestic violence, sexual harassment, trafficking and child marriage.³¹

What is protection in DRR?

Protection is concerned with the safety, dignity and rights of all people affected by disasters, emergencies and conflict. Protection can be defined as: "all activities aimed at obtaining full respect for the rights of the individual in accordance with the letter and the spirit of the relevant bodies of law (i.e. international human rights law, humanitarian law and refugee law)."³²

Four **protection principles** apply to all disaster action:³³

1. Enhance the safety, dignity and rights of people, and avoid exposing them to harm.
2. Ensure people's access to assistance based on their needs and without discrimination.
3. Assist people to recover from the physical and psychological effects of threatened or actual violence, coercion or deprivation and establish mechanisms for accountability.
4. Support people's participation, empowerment and rights by building self-protection capacities and assisting people to claim their rights.

Under the ARF-PGI's Protection pillar include preventive, responsive, remedial and environment-building actions:

- ▶ **Preventive:** Preventing threats to safety, dignity or rights from occurring, or reducing exposure or vulnerability to these threats.
- ▶ **Responsive:** Stopping ongoing violations or abuse by immediate response to incidents of violence, coercion and deprivation.
- ▶ **Remedial:** Providing remedies for ongoing or past abuses by offering healthcare, psychosocial care, legal assistance or other support, to help people restore their dignity.
- ▶ **Environment-building:** Contributing to a policy, social, cultural, institutional and legal environment that supports the full respect of the rights of the affected population.³⁴

ARF-PGI Protection Target Action 1:

Undertake safe and ethical research, data collection and analysis on protection risks in disasters and crises, including gender-based violence and violence against children to support the formulation and effective implementation of laws, policies and programmes.

Proposed activities

- 1.1 Coordinate and facilitate safe and ethical research and analysis on issues of protection in disasters in partnership with humanitarian actors, non-governmental organisations (NGOs), CSOs, academia and local communities.
- 1.2 Ensure disaster risk assessments and other disaster preparedness data collection mechanisms include a gender analysis, and consider protection needs and concerns of persons of all gender identities, ages, disabilities and backgrounds.
- 1.3 Ensure evidence from research and assessments is used to directly inform DRR policy, practice, programmes and legislative reform.
- 1.4 Build the capacity of disaster responders in the safe and ethical collection, analysis and use of SADDD to inform DRR plans and programmes.
- 1.5 Ensure data is used to reduce protection risks, improve the quality of GBV and child protection services in disasters, and increase accountability to women and children.
- 1.6 Establish and strengthen regional and national networks for sharing research, lessons and good practice on protection in DRR.

Suggested indicators

- Number of safe and ethical research initiatives undertaken on protection risks
- Evidence of changes in DRR laws, policies, programmes and practice
- Evidence of safe and ethical data collection consistent with standards
- Evidence of improved quality of GBV and child protection services

Box 3. ASEAN and IFRC research: responsibility to prevent and respond to from gender based-violence in disasters

In 2018, ASEAN and IFRC undertook research that found an increased risk of different forms of GBV during and after disasters across three countries in South-East Asia. The locally led community-based research involved consultation with 1,800 disaster-affected women, adolescent girls, men and boys as well as disaster responders, local authorities and other actors.

- In **Indonesia**, 18 percent of respondents reported that women and girls felt distressed by the rise in child marriage after the disaster, and adolescent boys and girls shared that unsafe temporary housing arrangements during the disaster triggered an increase in sexual harassment.
- In **Lao PDR**, 47 percent of respondents reported that women and girls felt distressed by the rise in child marriage after the disaster and 32 percent of respondents reported felt distressed by the rise in domestic violence after the disaster.
- In the **Philippines**, 30 percent of respondents reported women and girls felt distressed by the rise in child marriage after the disaster and 15 percent of respondents heard that someone had sustained injuries from domestic violence after the disaster. Participants also listed trafficking of adolescent boys and girls as a harmful incident that occurred after the disaster.

Based on the community consultations, this research made key recommendations for how disaster responders and humanitarian actors can better prevent and respond to GBV, and better meet the needs of affected women, girls, men and boys. These policy recommendations have informed the implementation of the AADMER Work Programme.

Key resources:

- [IFRC and ASEAN \(2018\), Responsibility to Protect from Gender Based-Violence in Disasters.](#)
- [World Health Organisation \(WHO\) \(2007\). Ethical and Safety Recommendations for Researching, Documenting and Monitoring Sexual Violence in Emergencies.](#)
- [Gender-based Violence Information Management System \(GBVIMS\) Steering Committee \(2016\). Data Protection Protocol.](#)
- [ASEAN and UN Women \(2018\). ASEAN Regional Guidelines on Violence against Women and Girls Data Collection and Use.](#)
- [Global Protection Cluster \(2013\). Media Guidelines for Reporting on Gender-Based Violence in Humanitarian Contexts.](#)
- [IFRC \(2020\), PGI in Emergencies: Toolkit.](#)

ARF-PGI Protection Target Action 2:

Incorporate the prevention of, and response to, all forms gender-based violence and violence against children into the planning and delivery of disaster risk reduction laws, procedures and programs as well as in all humanitarian response.

Proposed activities

- 1.1 Ensure national DRR plans, procedures and programmes are gender-inclusive and include protection measures, including to prevent and respond to GBV, child protection and trafficking.
- 1.2 Establish and strengthen disaster laws and regulations to include measures to specifically address protection risks, including GBV, child protection and trafficking.
- 1.3 Allocate budget resources within early warning, disaster preparedness and recovery actions for initiatives that address protection risks, are gender-responsive, are led by women, and address their specific priorities.
- 1.4 Implement women-led security and protection interventions that prevent and reduce risks related to gender-based discrimination and violence.
- 1.5 Increase women members in DRR committees at national and local levels and ensure balanced representation of persons of all gender identities, ages, disabilities and backgrounds.
- 1.6 Ensure evacuation centres and communal shelters are safe, and persons of all gender identities, ages, disabilities and backgrounds feel safe accessing them.

Suggested indicators:

- Number of disaster laws and regulations strengthened to include PGI issues
- Percentage of DRR budget allocation to protection initiatives and services
- Number and percentage of women-led security and protection interventions
- Percentage of evacuation and communal shelters that meet PGI standards

Box 4. Child protection in disaster law in the Philippines

In the Philippines, the Government has developed laws and regulations focused on child protection in disasters with the enactment of the 2016 Children's Emergency Relief and Protection Act (Republic Act 10821). The Act is guided by the United Nations Convention on the Rights of the Child, as well as the Children's Charter for Disaster Risk and Reduction, and the Minimum Standards for Child Protection in humanitarian action.

It commits the State to “establish and implement a comprehensive and strategic programme of action to provide children and pregnant and lactating mothers affected by disasters and other emergency situations” and to provide “support and assistance necessary for their immediate recovery and protection against all forms of violence, cruelty, discrimination, neglect, abuse, exploitation.”³⁵

The law strengthens the mandate of the National Child Protection Working Group, which oversees humanitarian response through the cluster co-chairs, the Council for the Welfare of Children and the United Nations Children's Fund (UNICEF). The Working Group has an organised presence in all 17 regions in the Philippines. The Republic Act 10821 also mandates the Department of Social Welfare and Development to establish a comprehensive emergency programme to enhance the provision of life-saving humanitarian and protection assistance to vulnerable children in emergencies particularly separated children, and children with disabilities.³⁶

Key resources

- Gender-Based Violence Area of Responsibility (2020). [Interagency Minimum Standards for GBV in Emergencies Programming](#).
- IFRC (2018). Protection Gender and Inclusion in Emergencies Minimum Standards.
- [IFRC \(2019\). Disaster Law Checklist- PGI checklist \(p. 31-34\)](#)

ARF-PGI Protection Target Action 3:

Develop strategies and undertake actions to protect children and ensure their safety, health and well-being in disasters.

Proposed activities

- 1.1 Develop a child protection and DRR strategy that addresses risks and includes actions to ensure the safety, health and well-being of children in disasters and crises.
- 1.2 Develop national guidelines on child protection systems, including quality care, protection, rehabilitation and reintegration, support services, and remedies where appropriate for child survivors.
- 1.3 Ensure child protection is included in planning for and implementation of disaster resilience building, disaster risk assessments, risk reduction, preparedness, needs assessments, response, recovery and reconstruction.
- 1.4 Undertake a child protection disaster risk assessment and preparedness actions plan including context analysis, service and hazard mapping, and community consultations, in partnership with child protection actors and communities.
- 1.5 Identify and support community-based mechanisms that promote children's well-being and prevent abuse, neglect, exploitation and violence against children before, during and after disasters and crises.
- 1.6 Plan for and establish child-friendly spaces, in partnership with child protection actors, during and in the aftermath of a disaster that are managed by trusted, well-trained, and screened caregivers in the community.
- 1.7 Ensure early warning systems include protection indicators that trigger preventative responses such as cash distributions (or other prevention activities) to pre-identified vulnerable families and communities.
- 1.8 Ensure children's voices are considered in DRR plans and programmes and facilitate children's participation in community-based vulnerability and capacity assessments.
- 1.9 Ensure DRR messages are child-focussed, and that measures such as evacuation shelters, evacuation routes, and family meeting points are accessible for all children.

Suggested indicators

- Number of strategies or plans for child protection in emergencies that are developed and implemented
- Percentage of DRR plans, assessments and programmes that include child protection
- Number of children accessing services (disaggregated by sex, age, and disability)
- Number of community-based child protection mechanisms identified and supported

Key resources

- ASEAN (2016). [Regional Plan of Action on Elimination of Violence Against Children](#).
- ASEAN and UNICEF (2019). [Ending Violence Against Children in ASEAN Member States](#).
- IFRC (2019). [Minimum Standards for Child Protection in Emergencies](#).
- Global Protection Cluster (2018). [Child Protection in Emergencies: Coordination Handbook](#)

5. Implementing Target Actions under Pillar 1: Protection

Box 5. Child and youth-led school-watching teams in the Philippines³⁷

Under a Ministry of Education initiative, students in public elementary and secondary schools in the Philippines engage in annual school-watching programmes, with information designed to keep them safe before and after disasters. In this process, students create hazard maps that are shared with the community alongside other safety protocols and drills, and feed information into a school-watching app that automates data gathering from children and youth.

ARF-PGI Protection Target Action 4:

Develop and implement strategies and Codes of Conduct to prevent all forms of gender-based violence, sexual exploitation, abuse, and harassment in disasters.

Proposed activities

- 1.1 Develop and implement strategies to address GBV in disasters including to eliminate harmful practices, violence against women and violence against children, in coordination with partner organisations and communities.
- 1.2 Develop and implement policies and procedures for the prevention of sexual exploitation and abuse (PSEA) policies and procedures and ensure all disaster management personnel and volunteers are informed of their responsibilities.
- 1.3 Ensure codes of conduct are signed by all staff, contractors and volunteers that prevent all forms of sexual exploitation, abuse and harassment and protect children.
- 1.4 Ensure staff and volunteer recruitment processes and employment practices address and manage the risk of sexual exploitation, abuse and harassment.
- 1.5 Provide training for disaster response personnel on PSEA and child protection risks and responsibilities and duties under the respective codes of conduct.
- 1.6 Establish safe and confidential reporting, complaints and investigation procedures for PSEA and child protection, including mandatory reporting consistent with local laws.
- 1.7 Establish and strengthen community-based feedback and complaint mechanisms with investigative and monitoring functions for sexual exploitation and abuse, that are accessible for persons of all gender identities, ages, disabilities and backgrounds.
- 1.8 Ensure DRR planning and outreach to disaster affected communities includes messages in accessible formats on preventing and responding to GBV, child protection and PSEA including regarding access to complaints mechanisms.

Suggested indicators

- Number of GBV strategies developed and implemented
- Number of PSEA policies developed and implemented
- Number and percentage of staff trained on PSEA (disaggregated by sex, age, and disability)
- Percentage of staff who have signed codes of conduct (disaggregated by sex, age, and disability)
- Number and percentage of community complaint mechanisms established and functioning
- Number and percentage of complaints received and responded to including support provided

Key resources

- [Minimum Operating Standards, Protection from Sexual Exploitation and Abuse \(2016\)](#)
- [IASC Learning Package on Saying No to Sexual Misconduct](#)
- [CHS Alliance \(2020\), PSEA Implementation Quick Reference Handbook.](#)
- [Practice Guide, Interagency Community-Based Complaint Mechanisms, PSEA \(2016\)](#)
- [UN \(2020\). Prevention from Sexual Exploitation and Abuse \(PSEA\) e-learning.](#)

ARF-PGI Protection Target Action 5:

Build the capacity of disaster responders to be able to prevent and respond to gender-based violence in all aspects of disaster risk reduction and management.

Proposed activities

- 1.1 Develop and implement a PGI training programme tailored for disaster management staff, in coordination with partners.
- 1.2 Ensure that disaster management staff are trained in PGI in disasters, including prevention and response to GBV, child protection, trafficking, PSEA and how to identify and address risks, and how to make safe and confidential referrals to support services.
- 1.3 Establish and implement standard operating procedures for GBV coordination and service provision in disasters including health, psychosocial and legal services that ensure the safety, dignity and confidentiality of survivors.
- 1.4 Provide early-identification screening tools, training and GBV referral pathways for disaster responders and health care providers, and encourage other service providers who conduct routine home visits in the community to use them.
- 1.5 Create an enabling environment for the participation of women and children in DRR planning with the aim to prevent and respond to violence against women and violence against children in disasters.

Suggested indicators

- Number of PGI training programmes developed
- Number and percentage of staff and community responders trained in PGI and GBV prevention and response (disaggregated by sex, age and disability)
- Number of standard operating procedures for GBV in emergencies that are developed and functioning
- Number of community-based prevention mechanisms established and functioning

Key resources

- [IASC \(2018\). Minimum Standards for GBV in Emergencies](#)
- [IASC \(2015\). Guidelines for Integrating Gender-Based Violence in Humanitarian Action](#)
- [IASC \(2018\). GBV standards implementation tools](#)
- [UNFPA \(2017\). Online training for Gender-Based Violence in Emergencies](#)

ARF-PGI Protection Target Action 6:

Establish and maintain coordination between disaster management and protection mechanisms that results in timely, concrete actions to mitigate risks, and prevent and respond to gender-based violence and child protection.

Proposed activities

- 1.1 Establish partnerships and joint work plans between NDMOs and relevant national-level agencies responsible for gender, social protection, the elimination of violence against women (EVAW) and the elimination of violence against children (EVAC), to support implementation of the ARF-PGI.
- 1.2 Establish and strengthen inter-agency coordination between DRR and protection cluster and sub-cluster mechanisms at national and local levels to prevent and respond to GBV and child protection in emergencies.
- 1.3 Strengthen coordination between ASEAN and national and sub-national level DRR and gender and protection coordination mechanisms, through joint plans and actions.
- 1.4 Strengthen coordination between the national-level protection cluster and shelter cluster for safer temporary housing during disasters and other crises.
- 1.5 Ensure coordination results in actions to prevent and respond to GBV and child protection and improve safety for women, men, girls and boys.

Suggested indicators

- Number of inter-agency coordination mechanisms established and/or strengthened
- Number of joint actions plans developed and implemented
- Evidence of implementation of joint plans or actions

Key resources

- [IASC \(2018\). Minimum Standards for GBV in Emergencies](#)
- [IASC \(2015\). Guidelines for Integrating Gender-Based Violence in Humanitarian Action](#)
- [IFRC \(2018\), Protection Gender and Inclusion in Emergencies Minimum Standards](#)
- [GPC \(2016\), Child Protection in Emergencies: Coordination Handbook](#)

Box 6. Integrated emergency preparedness and child protection frameworks in southern Thailand³⁸

The *'Integrated Emergency Preparedness and Child Protection Framework to Protect Children and their Communities from Violence during Emergencies'*, implemented by Save the Children in southern Thailand sought to increase national, provincial and local capacities to embed Child Protection in Disaster Risk Reduction and Emergency Preparedness Plans (EPPs), with a focus on prevention and response strategies and approaches based on a thorough analysis of the key drivers of child protection risks and vulnerabilities. With technical support from Save the Children, the following institutional arrangements were adopted by stakeholders working cross-sectorally to address child protection and preparedness:

- 1) The Yala multi-sectoral child protection in emergencies (CPiE) and DRR working group was appointed, comprising provincial chiefs of agencies mandated in child protection, disaster prevention and mitigation, education, health care and mental health care, Islamic affairs, and CSO in child protection, as well as representatives from districts, sub-districts, and schools in the project locations. The committee was chaired by the Vice Governor of Yala. Its core responsibility is to promote integrated CPiE approach through the project and to ensure that provincial DRR plan and sectoral disaster response plans incorporate CPiE considerations and actions.
- 2) The working group members have increased knowledge and understanding about international standards in child protection in emergency through training and participation in the project activities. An annex to the existing provincial DRR plan was developed through the participation of concerned agencies. The annex specified CPiE arrangements before, during and after the disaster with designated responsibilities to different line agencies and earmarked budget to support its implementation.
- 3) A CPiE manual tested under the project was adopted nationwide by the Department of Children and Youth, and Save the Children supported the training of provincial Homes of Children and Family on the use of the manual nationwide.
- 4) Through the Office of Basic Education Services (OBES) in Yala, a pilot was conducted where three schools developed Child Protection Policy and improved its EPP plan to incorporate CPiE considerations and actions. A psychologist from OBES also provided on-site coaching to schoolteachers on how to identify and help children with mental health and psychosocial distress during or after the disaster. Students could also apply some of the actions in the school EPP plans at home. OBES has 110 schools under its supervision, and it will replicate the model developed by this project in other schools to comply with OBEC's strategy to ensure that schools are 'safe zone' for children.

ARF-PGI Protection Target Action 7:

Establish and strengthen partnerships at international, regional, national and local and community levels, including with women's organisations, civil society, community-based organisations and members, academia, and private entities to address protection risks, including violence against women and children in disasters.

Proposed activities

- 1.1 Establish and strengthen partnerships between the NDMOs of ASEAN and the UN, protection actors, and civil society to undertake joint efforts to ensure DRR plans, policies and programmes address violence against women and children in disasters.
- 1.2 Establish and strengthen partnerships with women's organisations, disability people's organisations, civil society and women and children, drawing on partner organisations' skills, knowledge and ensuring their member's active participation in design and implementation of DRR-related activities.
- 1.3 Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making for disaster preparedness, response and recovery.
- 1.4 Promote the leadership and meaningful engagement of those most affected by disasters, including women, children, persons with disabilities, the elderly, and other marginalised groups, in DRR planning, implementation, and monitoring.
- 1.5 Identify and support community-based and women-led mechanisms that prevent and respond to GBV and provide support to women at risk and GBV survivors.

Suggested indicators

- Number of partnerships established (disaggregated by type of organisation)
- Number of joint initiatives supported
- Evidence of joint actions and plans, co-design and programming
- Percentage of women and other diverse groups in DRR committees and leadership
- Number of community-based GBV prevention mechanisms supported

Key resources

- [HAG, HPG and ARC \(2019\), Protecting People in Locally Led Disaster Response.](#)
- [GPC \(2019\), Framework for Strengthening Institutional Capacity of National and Local Actors](#)
- [Global Protection Cluster \(2021\), Placing women responders at the centre of humanitarian protection programming: Opportunities for Coordination Groups: Tip Sheet](#)
- [IFRC \(2021\). Community Engagement and Accountability Toolkit](#)

ARF-PGI Protection Target Action 8:

Ensure comprehensive survivor-centred support services for GBV are available and accessible, including health, psychosocial, legal and safety services and support before, during and after disasters.

Proposed activities

- 1.1 Establish and strengthen coordinated response services for GBV survivors to ensure safe and confidential access to sexual and reproductive healthcare, psychological support, and legal and justice services, working in partnership with specialist GBV service providers.
- 1.2 Ensure GBV referral systems are available and accessible to connect GBV survivors to appropriate, quality, multi-sectoral services in a timely, safe and confidential manner.
- 1.3 Ensure GBV survivors' access to quality, survivor-centred health care, including health services for sexual and intimate partner violence and referrals to prevent and reduce the effects of violence, working in partnership with health organisations.
- 1.4 Ensure GBV survivors' access to quality, survivor-centred psychosocial support focused on healing, empowerment and recovery and access to appropriate, quality case-management services, working in partnership with specialist GBV service providers.
- 1.5 Provide accessible women's safe spaces, including in evacuation centres, for addressing GBV and access to information relevant to response and recovery.
- 1.6 Ensure GBV survivors' access to safe, affordable, survivor-centred legal services that protect their rights and promote their access to justice.

Suggested indicators:

- Number of partnerships with specialist GBV service providers established
- Number of GBV referral pathways established or strengthened
- Number of GBV services in place, together with some evidence of quality of services
- Number of referrals received (anonymised and disaggregated by age, sex and disability)
- Number of women's safety spaces and services in place

Key resources

- [IASC \(2018\). Minimum Standards for GBV in Emergencies](#)
- [IASC \(2015\). Guidelines for Integrating Gender-Based Violence in Humanitarian Action](#)
- [IFRC \(2018\), Protection Gender and Inclusion in Emergencies Minimum Standards](#)
- [UNICEF and IRC \(2012\), Caring for Child Survivors of Sexual Abuse Guidelines](#)

5. Implementing Target Actions under Pillar 1: Protection

Box 7. Responding to GBV in Emergencies in Indonesia

In Indonesia, the Ministry of Women's Empowerment and Child Protection (MOWECP) has issued a Ministry Regulation (No. 13/2020) on the protection of women and children from GBV in disasters. To support operationalization of this Regulation, Indonesia has developed 1) Standard Operating Procedures for the prevention and handling of GBV in disaster situations, 2) Standard Operating Procedures for women-friendly rooms in the prevention and handling of GBV in disaster situations, 3) guidelines on protecting women's rights from discrimination and GBV in a pandemic situation, and 4) protocol for handling cases of violence against women in a pandemic situation.

At the sub-national level, in response to the Sulawesi Earthquake and Tsunami in 2018, the United Nations Population Fund (UNFPA) worked with the government to establish the Women's Rights Protection Sub-Cluster at the provincial level. The sub-cluster mapped programmes and services, and established a referral pathway for GBV survivors. Women-friendly spaces were set up by governmental and local women's rights organisations, to enable women and girls to access psychosocial support and GBV case management services, as well as dignity kits and to link GBV survivors with livelihoods opportunities. UNFPA worked with the Ministry of Health to deliver training to staff in health facilities on GBV standard operating procedures and the clinical management of rape, including provision of post-exposure prophylaxis and contraception. Information on the availability of GBV services was shared via a local radio broadcast and distributed through the women-friendly spaces and health centres.³⁹

ARF-PGI Protection Target Action 9:

Ensure the accountability of duty-bearers on VAW incidents that occur during or after situations of conflict, disasters and situations of unrest through legal and judicial process and transitional justice mechanisms and with the full and effective participation of women in such processes as well as ensuring that all victims/survivors can access redress, reparations and other remedies.

Proposed activities

- 1.1 Develop and strengthen legal and judicial process and transitional justice mechanisms.
- 1.2 Ensure accountability mechanisms are survivor-centred and consider the safety, confidentiality, dignity and well-being of the person harmed, including provision of referrals and resources to ensure access to support services.
- 1.3 Ensure survivors can access justice including redress, reparations, remedies and support services to meet their specific needs.
- 1.4 Train legal and judicial staff in gender, GBV and the survivor-centred approach.
- 1.5 Establish mechanisms for accountability for perpetrators that focus on restorative justice and rehabilitation as well as criminal legal approaches.

Suggested indicators:

- Number of legal and judicial processes established and/or strengthened
- Number of survivors accessing redress, reparations or other remedies
- Number of judicial, legal or other staff trained in survivor-centred approach
- Evidence of accountability mechanisms

Key resources

- [International Conference \(2015\), Resolution for Joint Action on Prevention and Response to Sexual and Gender Based Violence in Emergencies, , 32IC/15/R3](#)
- [International Commission of Jurists \(2016\), Women’s Access to Justice for Gender-Based Violence: A Practitioners’ Guide. Practitioners’ Guide No. 12. Geneva](#)
- [United Nations Development Programme \(UNDP\) and United Nations Entity for Gender Equality and the Empowerment of Women \(UN Women\) \(2014\). Improving Women’s Access to Justice During and After Conflict: Mapping UN Rule of Law Engagement.](#)
- [United Nations High Commissioner for Refugees \(UNHCR\) \(2016\). SGBV Prevention and Response: Training Package](#)

ARF-PGI Protection Target Action 10:

Identify and assess child protection risks in disasters, and develop strategies and undertake actions to address all forms of violence, abuse, exploitation and harm.

Proposed activities

- 1.1. Facilitate child protection risks assessments in disasters and develop strategies for protection from harm with partners and in consultation with children, families and communities.
- 1.2. Undertake actions to ensure children are protected from all forms of violence, abuse, exploitation and harm, together with partner organisations and in consultation with children, families and communities.
- 1.3. Work with partners to ensure children are informed about and protected from GBV and have access to survivor-centred response services appropriate to their gender, age, disability, developmental stage and cultural or religious background.
- 1.4. Ensure children and their caregivers have access to mental health and psychosocial well-being support in disasters, in partnership with specialist service providers.
- 1.5. Work with partners to undertake actions to ensure family separation is prevented in disasters and crises, and to reunite families if separated.
- 1.6. Ensure unaccompanied and separated children receive care and protection in timely, safe, appropriate ways in accordance with their rights and best interests.
- 1.7. Ensure children have safe access to education in emergencies, and are protected from child labour, which may be made worse by the disaster or crisis.

Suggested indicators:

- Number of child protection actions undertaken
- Number of children accessing protection services (disaggregated by sex, age, and disability)
- Number services in place and evidence of quality of services

Key resources

- SPHERE (2019). [Minimum Standards for Child Protection in Emergencies](#)
- GPC (2016). [Child Protection in Emergencies: Coordination Handbook \(2016\)](#)

Box 8. Child protection in emergencies in Indonesia

In Indonesia, the Ministry of Social Affairs leads the National Cluster on Protection and Displacement, including a sub-cluster on child protection, which is the mechanism for coordinating responses during disasters. In 2018, the Ministry led the child protection sub-cluster response to the emergencies in Lombok Island, West Nusa Tenggara and Central Sulawesi, with UNICEF support. To meet the child-protection needs, 60 social workers were deployed in Central Sulawesi who provided psychosocial support for 25,365 children and established 25 child-friendly spaces. In addition, 47 separated and/or unaccompanied children (17 girls and 30 boys) were reunited with their families, and 118 tracing requests were processed.⁴⁰

ARF-PGI Protection Target Action 11:

Identify risks and undertake actions to prevent trafficking and to support the safety and dignity of victims of trafficking to ensure they are treated humanely and have access to humanitarian assistance before, during and after disasters.

Proposed activities

- 1.1. Undertake measures to strengthen regional and international cooperation to prevent and combat trafficking in persons during disasters and crises.
- 1.2. Develop or strengthen national guidelines for the prevention, identification and support of victims of trafficking in persons.
- 1.3. Enhance regional and national capacities to address the issue of trafficking in persons in disasters, including training for disaster responders to identify risks of trafficking and ensure referral to appropriate support and services.
- 1.4. Identify and assess risks of trafficking in disasters as part of disaster and protection assessments, and take actions with partners to address risks and ensure access to humanitarian support regardless of legal status.
- 1.5. Undertake actions to respect and safeguard the dignity and human rights of victims of trafficking in persons, including providing information in appropriate languages to ensure the victim understands their legal rights.
- 1.6. Ensure victims of trafficking are treated humanely and provided with protection, medical and humanitarian assistance and services for their physical and social recovery and rehabilitation in cooperation with partners, including NGOs and CSOs.

Suggested indicators

- Number of strengthened trafficking prevention mechanisms
- Number and percentage of staff trained (disaggregated by sex, age and disability)
- Number of services in place for victims of trafficking
- Number of persons accessing services (disaggregated by sex, age and disability)

Key resources

- ASEAN (2015). Convention Against Trafficking in Persons, Especially Women and Children
- ASEAN (2017). [Bohol Trafficking in Persons Work Plan](#).
- UNHCR (2006). [Guidelines on International Protection No. 7: The Application of Article 1A\(2\) of the 1951 Convention and/or 1967 Protocol Relating to the Status of Refugees to Victims of Trafficking and Persons at Risk of Being Trafficked](#)
- [GPC \(2020\), Trafficking in Persons Consideration in Internal Displacement Contexts](#)
- [IFRC \(2020\). COVID-19 and Impact on Trafficking in Persons, Guidance Note.](#)

6. IMPLEMENTING TARGET ACTIONS UNDER PILLAR 2: GENDER

Why is gender important in disaster management?

While hazards such as floods and droughts may be gender-neutral, their impacts, such as the loss of lives and livelihoods, are not. Climate change and disasters disproportionately impact women and girls; the COVID-19 pandemic has further exacerbated these pre-existing gender inequalities.⁴¹ In the ASEAN region, women form the majority of those in precarious employment, bear the burden of unequal distributions of unpaid care work, and are exposed to risks of GBV – all issues exacerbated by the ongoing pandemic.⁴²

At the same time, women and girls are also key agents of change. As their roles in the COVID-19 pandemic have demonstrated, women's roles in and contributions to socio-economic development and resilience are indispensable.⁴³ Placing their leadership and contributions at the heart of recovery efforts, therefore, is critical to recovery from disasters, including the pandemic. Understanding the drivers of these differentiated disaster impacts for women, girls, boys, and men, and catalysing women's leadership and participation, allows for formulation and tailoring of better DRR policies and programmes to strengthen resilience for all.⁴⁴

What is gender mainstreaming?

Gender mainstreaming is defined by the UN Economic and Social Council as “the process of assessing the implications for women and men of any planned action, including legislation, policies or programmes, in all areas and at all levels. It is a strategy for making women's as well as men's concerns and experiences an integral dimension of the design, implementation, monitoring and evaluation of policies and programmes in all political, economic and societal spheres so that women and men benefit equally, and inequality is not perpetrated. The ultimate goal is to achieve gender equality.”⁴⁵

As the AGMSF lays out, the vision for the region is that “ASEAN will have a clearly articulated, coordinated, and accountable approach to gender equality and inclusion, and the individual and collective attitudes of Member States' officials and ASEAN staff toward the importance of gender and inclusion will be transformed and reflected in behaviours and selected work. All Sectoral Bodies and Secretariat staff will have increased knowledge about the gender and inclusion dimensions of their sectors, and these will be increasingly discussed across the organisations and at senior levels.”⁴⁶

ARF-PGI Gender Target Action 1:

Collect, analyse and use gender, age and disability disaggregated data to inform DRR and response strategies, development and implementation of disaster management programmes, and ensure that unique needs are met.

Proposed activities

- 1.1 Review regional and national disaster databases to identify gaps in disaggregated data.
- 1.2 Identify stakeholders engaged in the collection and use of disaster data, and carry out a capacity assessment for the collection and use of SADDD.
- 1.3 Develop a targeted capacity strengthening plan for stakeholders at national, sub-national, and local levels to address identified capacity gaps.
- 1.4 Review and revise disaster data protocols, including questionnaire design, sampling, survey operations, and data management and processing, to support better collection of disaggregated data.
- 1.5 Develop a strategy to ensure that the collection and analysis of disaggregated data considers protection risks and is used to identify, mitigate and reduce risks of violence against women and children, to improve the quality of GBV and child protection services in disasters, and increase accountability to women and children.
- 1.6 Ensure that data collection adheres to safe and ethical standards (including confidentiality, provision of information, informed consent, and privacy) and that data collectors are trained in protocols, particularly in the context of data collection on protection risks.

Box 9. Piloting mechanisms for the collection of sex-, age-, and disability-disaggregated data in disaster risk reduction in Viet Nam⁴⁷

Recognising the importance of SADDD in developing inclusive DRR strategies and programmes, the Government of Viet Nam, through its national disaster management machinery, has kick-started the process of integrating SADDD into its national disaster risks database. This will add significantly to the country's existing efforts in collecting data on deaths, injuries, and missing persons in large-scale disasters. The collection and utilisation of SADDD was formalised through the enactment of the country's guidelines on statistical data collection to assess impacts of natural disaster in 2015. An initiative with UN Women recently under the EmPower project, to translate the available regional indicators on gender in DRR into Viet Nam's national indicators and VNDMS, has also been started and piloted in the provinces of Ca Mau and Gia Lai. In 2021, three other provinces of Da Nang, Lao Cai and Quang Tri are following the same path. The new and improved indicators shall integrate SADDD specifically in the aspects of exposure to disaster, vulnerability, coping capacity, human, physical and economic impacts as well as access to health services, household decision-making and women's political leadership.

In the long run, the data and indicators shall be critical in producing gender analysis that will be referenced in formulating and monitoring gender-responsive emergency response plans as well as recovery, prevention, and mitigation strategies, for instance in identifying the number of women and girls in disaster-affected regions, as well as specific characteristics and vulnerabilities of the groups (e.g. poor or near poor, minority group, female-headed households). The data will be used to further determine the most suitable approach and strategies to extend support and protection. A monitoring and evaluation mechanism is set in place accordingly to ensure the data is regularly collected and utilised.

Key resources:

- IASC (2021). [Operational Guidance on Data Responsibility in Humanitarian Action](#).
- UN Women (2022). [Mainstreaming Gender in Environment Statistics for the SDGs and Beyond: Identifying Priorities in Asia and the Pacific](#).
- UN Women (2021). [Integrating Gender in Climate Change and Disaster-Related Statistics in Asia and the Pacific: Example Indicators](#).
- UN Women (2020). [A 6-Step Guide to Understanding the Gender and Age Dimensions of Disasters](#).

ARF-PGI Gender Target Action 2:

Conduct gender analysis, including its intersections with age and disability in relation to protection risks, unpaid care work, livelihood activities and health risks, to inform all disaster management policies and programmes.

Proposed activities

- 2.1 Review available country-level gender analyses and profiles, including chapters specific to disaster risk management.
- 2.2 Based on the review of existing documents, develop a data collection plan to assess and identify the gender dimensions of the planned interventions, protection risks, needs and concerns of all persons of all gender identities, ages, disabilities and backgrounds.
- 2.3 Use participatory methods to collect and analyse data in line with the dimensions outlined above, for example by using community consultations methodologies such as focus group discussions to identify safety concerns and possible risk mitigation measures.
- 2.4 Identify the key policy and programming implications arising from the findings of the gender analysis.
- 2.5 Develop a plan for the dissemination and use of the findings of the gender analysis, including time-frames to revisit and revise the gender analysis as required.

Suggested indicators:

- Number of DRR plans, policies, or programmes informed by gender analysis
- Number of disaster management organisations implementing DRR informed by gender equality and women's empowerment

Box 10. Developing a women's resilience index to inform policy in Cambodia

In 2019, the Cambodia National Committee for Disaster Management and ActionAid, with support from UNDP and UN Women, led the development of the [Women's Resilience Index](#), which identified areas that need to be strengthened in both policy and practice, and where women can advocate for positive change to build their individual and community resilience. The Index compares women's and men's resilience along four pillars, namely, economic, infrastructure, social, and institutional. Participatory research methods were undertaken to develop the Index, including through household surveys, focus group discussions, and key informant interviews. Through this process, key recommendations were drawn for building the resilience of women and men in Cambodia, including a recommendation to invest in institutional transformation for gender equality in disaster management mechanisms, for example, by determining women's quotas in disaster management committees.

Key resources

- ASEAN and UN Women (2020). [ASEAN Gender Outlook](#)
- National Committee for Disaster Management, ActionAid, United Nations Development Programme (UNDP), UN Women (2019). [Cambodia Women's Resilience Index](#)
- UN Women (2021). [State of Gender Equality and Climate Change in Cambodia](#)
- UN Women (2021). [State of Gender Equality and Climate Change in Viet Nam](#)
- UN Country Team Viet Nam, [Country Gender Equality Profile](#)
- [Care International \(2019\). Rapid Gender Analysis Toolkit.](#)
- [IASC \(2018\), Gender Handbook for Humanitarian Action.](#)

ARF-PGI Gender Target Action 3:

Mainstream a gender perspective, including targeted actions and investments, in the formulation and implementation of all policies, plans, and programmes on disaster management and emergency response.

Proposed activities

- 3.1 Ensure that the development and implementation of policies, plans, and programmes on disaster management are informed by SADDD and gender analysis.⁴⁸
- 3.2 Undertake participatory approaches and processes, and engage technical expertise on PGI in the development and implementation of policies, plans, and programmes.
- 3.3 Consider the use of gender and age markers to assess the planned interventions.
- 3.4 Integrate gender-responsive monitoring and evaluation actions, including collection of disaggregated data, training monitoring and evaluation teams in gender analysis, and ensuring gender balance in such teams.
- 3.5 Allocate specific budgets for technical expertise on PGI, as well as for targeted activities for the promotion of gender equality and the empowerment of women.

Suggested indicators:

- Number of DRR plans, policies, or programmes that include gender at strategic and operational levels, including targeted budgets for gender activities
- Number of DRR plans, policies, or programmes employing gender-responsive monitoring and evaluation methods, including the collection of SADDD

Box 11. Enablers for gender mainstreaming in disaster risk reduction in ASEAN Member States

Development of gender mainstreaming guidelines in disaster management in Cambodia

The Cambodia National Committee for Disaster Management, recognising Cambodia's key commitments to leaving no one behind under the 2030 agenda, led the development of the "[Guidelines on Mainstreaming Gender for Inclusive Disaster Management](#)." The Guidelines are targeted at practitioners and policy makers to implement gender mainstreaming in disaster management in accordance with the needs of vulnerable groups in the Kingdom of Cambodia. The document covers the integration of gender and social inclusion across the entire disaster management cycle, including prevention, mitigation, preparedness, response, and recovery.

Example indicators for gender equality adopted in the Philippines' National Disaster Risk Reduction and Management Plan 2020-2030

In the Philippines, the National Disaster Risk Reduction and Management Plan 2020-2030 has adopted a number of indicators to track progress on gender equality, with select examples as demonstrated below:

- Under **Outcome 1** on improved access, understanding and use of updated risk information, DRR-related statistics, and research: percentage of local government units reporting SADD to national level following a disaster.
- Under **Outcome 3** on increased structural integrity of housing, building and critical infrastructure: conduct inventory, vulnerability and risk assessments, and accessibility and gender-responsiveness audit of critical infrastructure; and develop standards and guidelines on the redesign, retrofitting or operational modifications and gender responsiveness of infrastructure.
- Under **Outcome 4** on institutionalised timely, responsive, context and culture-specific early warning systems reaching the last mile: percentage of early warning system messaging that is inclusive of the needs of persons with a disability.

Key resources

- European Commission (2014). [Gender and Age Marker](#).
- IASC (2018). [Gender Handbook for Humanitarian Action](#).
- IASC (2019). [Gender with Age Marker: Improving Humanitarian Effectiveness](#).
- IASC (2015). [Guidelines for Integrating Gender-Based Violence in Humanitarian Action](#)
- IFRC (2018). [Protection Gender and Inclusion in Emergencies Minimum Standards](#)
- UNFPA and UN Women (2021). [Guidelines for Gender Integration in the Displacement and Protection Clusters in Indonesia](#).
- UN Women (2021). [Basics of Mainstreaming Gender into Climate Change and Disaster Risk Reduction Policies](#).
- UN Women (2020). [Rapid Assessment Tool to Evaluate Gender Equality and Women's Empowerment Results in Humanitarian Contexts](#)

ARF-PGI Gender Target Action 4:

Develop and/or strengthen gender-responsive training programmes on disasters and emergencies (including health emergencies), crisis preparedness, response, recovery, and rehabilitation.

Proposed activities

- 4.1 Review curriculum for existing induction and training programmes for all DRR and front-line workers and identify PGI gaps.
- 4.2 Undertake capacity assessments, and/or knowledge, attitude, and practice surveys, to concretely identify capacity needs in PGI.
- 4.3 Integrate PGI considerations throughout training curriculums, while also ensuring dedicated sessions on protection (including PSEA), gender mainstreaming, and inclusion.
- 4.4 Identify and invite organisations with specific technical expertise, including women-led organisations and organisations of persons with disabilities, to facilitate trainings.
- 4.5 Establish cross-sectoral/cross-ministry mentorship programmes and/or communities of practice to support peer-to-peer exchange and knowledge management on PGI.

Suggested indicators:

- Number of capacity assessments undertaken to identify capacity needs on PGI
- Number of training programmes incorporating modules on PGI

Key resources:

- United Nations (2020). [E-Learning on Prevention of sexual exploitation and abuse](#).
- UN Women (2021). [Training of Trainers Package on Gender, Climate Resilience and Disaster Risk Reduction](#).

ARF-PGI Gender Target Action 5:

Document and exchange good practices on gender responsive disaster risk management, in particular on the role and leadership of women and other vulnerable groups.

Proposed activities

- 5.1 Identify key platforms for DRR knowledge management at regional and national levels, and proactively conduct outreach to CBDRM actors to submit good practice case studies.
- 5.2 Engage academia and the private sector in documenting and sharing solutions to barriers to women's leadership and participation in disaster risk management.
- 5.3 Actively invite the participation of diverse civil society organisations identified in DRR forums, dialogues, and events to share experiences and expertise.
- 5.4 Develop mechanisms to link good practice case studies with the formulation of local and national DRR policies and plans.
- 5.5 Include key champions of gender-responsive disaster risk management in delegations to regional and global DRR events.

Suggested indicators:

- Number of forums/dialogues organised on good practices on gender-responsive disaster risk management
- Number of high-level regional events featuring case studies on gender-responsive disaster risk management

Box 12. Virtual road trip on protection, gender, and inclusion in disaster management

Recognising the wealth of experience within AMSs in advancing specific areas within PGI, as well as strong past collaborations with dialogue partners, the TWG-PGI, with support from the ASEAN Secretariat and UN Women, organised a virtual road trip as a capacity-building initiative to support the development and strengthening of skills on PGI in disasters among target sectoral bodies, as well as to provide a platform to showcase ASEAN experiences in this area both within and outside of the region. Organised over four virtual sessions with a shared common format from April-October 2021, the virtual road trip aimed to:

- Familiarise participants with regional and international commitments and guidance relevant to protection, gender, and inclusion in disaster management;
- facilitate exchange of good practices and lessons learned between ASEAN Member States on inclusive disaster management through practical case studies; and
- introduce national actors to additional available regional resources, including through ASEAN platforms with dialogue partners in disaster management.

Through this process, the TWG-PGI engaged a total of six organisations, including civil-society partners in child protection, disability inclusion, and gender equality, to showcase good practices from across the region in the areas of PGI and humanitarian logistics, protection and CBDRM, and diverse leadership in DRR.

Key resources:

- Plan International (2021). [Inclusive Community Disaster Risk Reduction and Management](#) (ICDRM).
- UN Women (2022). [Assessing Women's Leadership in Disaster and Climate Resilience: Assessment Frameworks and Tools](#).

ARF-PGI Gender Target Action 6:

Leverage existing mechanisms to strengthen partnerships with women's groups and organisations in joint efforts to promote gender-responsive disaster management.

Proposed activities

6.1 Review composition of regional, national, and sub-national disaster risk management boards, councils, or equivalent (e.g. APG).

6.2 Map and identify civil society organisations representing women working in disaster-prone areas.

6.3 Engage with civil society organisations identified to identify challenges and opportunities for their participation in DRR planning and initiatives, and jointly formulate plans to address these barriers.

6.4 Develop targeted outreach programmes to expand the membership of DRR councils, platforms, or networks to include women's groups and organisations.

6.5 Document impacts of the engagement of women's groups and organisations in DRR, and disseminate key lessons learned at national, regional, and global levels.

6. Implementing target actions under Pillar 2: Gender

Box 13. Ensuring representation of the Viet Nam Women's Union at national, provincial, and commune level Committees for Natural Disaster Prevention and Control⁴⁹

In Viet Nam, recognising the critical role women play in preventing and responding to disasters, a government decree issued in September 2013 provides an official space for the Viet Nam Women's Union in the decision-making boards of the Committee for Natural Disaster Prevention and Control at national, provincial, and commune levels. As a result, women representatives are members of commune and provincial level committees for disaster prevention in almost all 63 provinces, and 11,400 communes nationwide.

Suggested indicators:

- Number of disaster risk reduction platforms (at regional/national/sub-national level) with participation from civil society organisations representing women

Key resources:

- UNDRR (2021). [Profiles of women's leadership in disaster risk reduction in Asia and the Pacific.](#)
- UN Women (2022). [Assessing Women's Leadership in Disaster and Climate Resilience: Assessment Framework and Tools](#)

ARF-PGI Gender Target Action 7:

Strengthen the design and implementation of inclusive policies and social safety net mechanisms, including through community involvement, integrated with livelihood enhancement programmes, and access to basic health-care services, including maternal, newborn and child health, sexual and reproductive health.

Proposed activities

- 7.1 Support gender-responsive livelihoods needs assessments and market analyses, review targeting criteria for inclusion, and promote actions to integrate prevention and response to GBV into livelihoods programmes.
- 7.2 In consultation with women and girls, boys and men develop social protection and livelihoods programmes that minimise GBV-related risks and are accessible to those at risk of GBV.
- 7.3 Consider opportunities to link existing GBV programming to social protection and safety-net mechanisms, including integrated case management for women and families, mental health and psychosocial programmes, engaging men and boys, and programming to enhance women's economic or social status.
- 7.4 Ensure women and adolescent girls have immediate access to priority reproductive health services as outlined in the Minimum Initial Service Package for Reproductive Health at the onset of an emergency.
- 7.5 Ensure reproductive health kits are pre-positioned to ensure immediate distribution at the onset of a disaster.

Suggested indicators:

- Number of livelihood enhancement programmes carried out informed by gender-responsive needs assessments and market assessments
- Number of social protection interventions carried out addressing gender-specific needs, including GBV

Key resources

- [ASEAN \(2020\). ASEAN Guidelines on Disaster-Responsive Social Protection to Increase Resilience.](#)
- IASC Working Group on Sexual and Reproductive Health (2020). [Minimum Initial Service Package \(MISP\) for SRH in Crisis Situations.](#)

ARF-PGI Gender Target Action 8:

Provide opportunities for women's engagement in post-disaster recovery efforts and implement targeted recovery measures and long-term rebuilding efforts at enhancing gender equality and women's empowerment (e.g. credit facilities, special loan agreement for women for rebuilding their livelihoods).

Proposed activities

- 8.1 Ensure that post-disaster needs assessment exercises incorporate requirements for SADDD collection, gender analysis, and the engagement of technical expertise on PGI.
- 8.2 Appoint a PGI senior lead as part of the post-disaster needs assessment (PDNA) exercise, alongside PGI focal points on each of the sectoral assessment teams.
- 8.3 Incorporate key PGI considerations into the training for enumerators in the post-disaster needs assessment exercise.
- 8.4 Engage representative networks of women, children, youth, elderly, the poor and people with disabilities in the design and data collection process for the post-disaster needs assessment.
- 8.5 Based on the data and evidence collected, integrate PGI considerations into the recovery strategy, identifying the responsible body and source of funding required to action the strategy.
- 8.6 Design and implement specific income-generating activities for women, adolescent girls, persons with disabilities to empower and foster their economic independence.

Suggested indicators:

- Proportion of PDNAs conducted with participation of representative networks of women
- Proportion of PDNAs conducted with gender chapters developed in line with World Bank methodology
- Number of recovery strategies incorporating targeted activities and earmarked budgets for PGI activities

Box 14. Integrating gender into Post-Disaster Needs Assessments in ASEAN Member States

Lao PDR⁵⁰

Following the flash flooding in July 2018, which affected more than 600,000 people and caused 56 fatalities, the Government of Lao PDR led by its Ministry of Labour and Social Welfare undertook a [post-disaster needs assessment](#) (PDNA) exercise. Through the engagement of the Lao Women's Union and partners such as UNFPA, CARE, UN Women and UNICEF, the impacts of the floods on gender, child protection, and disability were documented through adapted methodology from the World Bank Guidelines on Gender in PDNAs. With gendered impacts such as increased risks of GBV and reduced access to clean water, health services, and livelihoods documented, the PDNA process was able to develop a recovery strategy that included key gender and GBV activities, such as the provision of support for Lao Women's Union to coordinate with sectors to prevent and respond to GBV.

Since the PDNA's finalisation in 2018, the gender recovery strategies have been gradually implemented through, among others, cash for work, CBDRM and recovery training of trainers (TOTs), and livelihood empowerment trainings with equal participation of women. Lao PDR has also started its infrastructure rehabilitation process by repairing damaged roads, irrigation, and drainage channels for waterways as well as reconstructing community centres school buildings and health centres.

Myanmar

Following Cyclone Komen in 2015, the Government of Myanmar led the development of the [Post-Disaster Needs Assessment of Floods and Landslides](#). While mainstreaming gender and social inclusion issues throughout all sectors of the assessment, the PDNA also included a dedicated chapter to gender impacts and identifying the key recovery needs as they pertain to women and girls. To develop this chapter, the PDNA team leveraged pre-existing disaggregated data, for example on the amount of unpaid family labour, and conducted dedicated data collection on the post-disaster situation. Key features of the gender chapter included the number and proportion of deaths in the disaster disaggregated by sex and age, the impact of the disasters on time use of individuals within the household, the impact on sexual and GBV, and the impact on employment and livelihoods. Using this data as a basis, the recovery strategy for the 2015 floods was fully gender-responsive, aiming to address root causes of the disproportionate impact while also addressing key immediate needs of women and girls in recovery.

Key resources

- Global Facility for Disaster Reduction and Recovery (2018). [Gender Equality and Women's Empowerment in Disaster Recovery](#).
- World Bank (2017). [Post-Disaster Needs Assessments Guidelines Volume B: Gender](#).
- IASC (2018). [Gender Handbook for Humanitarian Action](#)

7. IMPLEMENTING TARGET ACTIONS UNDER PILLAR 3: INCLUSION

What is inclusion?

Social inclusion is defined by the UN Department of Economic and Social Affairs as “the process by which efforts are made to ensure equal opportunities – that everyone, regardless of their background, can achieve their full potential in life. Such efforts include policies and actions that promote equal access to (public) services as well as enable citizen’s participation in the decision-making processes that affect their lives.”⁵¹

Disability inclusion, specifically, is achieved “when persons with disability meaningfully participate in all their diversity, when their rights are promoted, and when disability-related concerns are addressed in compliance with the Convention on the Rights of Persons with Disabilities.”⁵² In disaster management, four enablers⁵³ cut across disability inclusion:

- 1) **Promote meaningful participation:** enabling persons with disabilities to participate in all processes that assess, plan, implement, or monitor DRR programmes
- 2) **Remove barriers:** identifying and taking appropriate measures to remove attitudinal, environmental, and institutional barriers that prevent persons with disabilities from informing and benefiting from DRR initiatives
- 3) **Empower persons with disabilities:** equipping persons with disabilities with knowledge and skills needed to contribute to and benefit from DRR initiatives
- 4) **Disaggregate data for monitoring:** using data to monitor equal access in all phases of disaster management

Why is inclusion in disaster management important?

The 2018 World Disasters Report by the IFRC identifies five fatal flaws that are allowing so many people to fall through the cracks: too many affected people are “1) out of sight, 2) out of reach, 3) left out of the loop, or find themselves in crises that are 4) out of money, or deemed to be 5) out of scope because they are suffering in ways that are not seen as the responsibility of the humanitarian sector.”⁵⁴ Inclusion focuses on using the analysis of how people are excluded to actively reduce that exclusion by creating an environment where differences are embraced and promoted as strengths. Providing inclusive services means giving equitable access to resources for all. In the longer term, inclusion also focuses on facilitating access to opportunities and rights for all by addressing, reducing and ending exclusion, stigma and discrimination.

ARF-PGI Inclusion Target Action 1

Support an effective coordination mechanism among ASEAN sectoral bodies, national statistics ministries/institutions, and local communities that will focus on gathering and disseminating reliable, coherent, and comprehensive statistics on persons who are often greatly affected in disaster situations such as children, women, elderly/ older persons, and persons with disabilities to ensure that informed decisions on effective allocation of disaster preparation resources is made

Proposed activities

- 1.1 Support initiatives in strengthening national gender, disability and age-disaggregated databases and analyses, including on poverty and equity, and establish a reliable regional database for key sectors to support ASEAN policies and programmes.
- 1.2 Support standardisation of mechanisms for use by AMSs for SADDD collection and protection risks in disasters through community assessments and linkages with protection information management systems, including for GBV and child protection, and existing national reporting databases.
- 1.3 Ensure that data collection mechanisms adhere to safe and ethical standards (including confidentiality, provision of information, informed consent, privacy) and that data collectors are trained in protocols, particularly in the context of data collection on protection risks.
- 1.4 Establish disaster risk data-sharing agreements with relevant regional and national actors and stakeholders for informed decision making on the allocation of resources based on SADDD available in the region or country.
- 1.5 Utilise the development of knowledge products such as the ASEAN Risk Monitor and Disaster Management Review to document and promote PGI in disaster management in the ASEAN region, in collaboration with the APG and other stakeholders.

Suggested indicators:

- Number of member countries that collect and share a comprehensive statistical database on vulnerable persons such as children, women, older persons including the elderly, and persons with disabilities, shared with ASEAN
- Number of countries that use tools and mechanisms developed for disaggregated data collection, adhering to safe and ethical standards and data collected through their respective departments
- Number of countries and disasters supported in their risk and vulnerability assessments (RVAs) and disaster damage and loss assessments, based on disaggregated data available

Key resources:

- Disability-inclusive Disaster Risk Reduction Network (2020). [Practical Guide for Identification and Use of Disability Data Based on the Washington Short Set of Disability Questions.](#)

ARF-PGI Inclusion Target Action 2

Ensure alignment of national and local disaster management laws, policies, plans, and programs with international and regional DRR and resilience frameworks to foster a more disability inclusive and disaster resilient environment that anticipate, respond, cope, and adapt to disasters

Proposed activities

- 1.1 Conduct a review and sensitise among policy-makers of the disability commitments of the SFDRR, the disaster-risk implications of the Convention of Rights of Persons with Disabilities, and relevant regional plans (e.g. ASEAN Enabling Masterplan 2021-2025).
- 1.2 Develop a baseline study of the integration of disability considerations into disaster legislation and plans at regional, national, and sub-national levels.
- 1.3 Based on baseline study, revise disaster-related legislation and policies in line with international DRR frameworks.
- 1.4 Identify and address the gaps in regional, national, and local contingency plans based on international commitments and in consultation with organisations of persons with disabilities.
- 1.5 Develop operational guidelines and allocate budgets to support rollout of revised policies and plans.

Suggested indicators:

- Number of countries integrating disability inclusion into disaster-management legislation and policies, aligned with international standards
- Availability of disability-inclusive DRR plans

Box 15. Integration of disability inclusion in Indonesia's disaster management legislation⁵⁵

In Indonesia, disability inclusion in disaster management is guided by the Law 24/2007 Concerning Disaster Management, and Law No. 8/2016 on Persons with Disabilities. In particular, the Law 24/2007 Concerning Disaster Management specifically identifies “infants, preschool students, children, pregnant women or breastfeeding mothers, the disabled and the elderly” as vulnerable groups who will be given priority in the forms of rescue, evacuation, protection, healthcare, and psychosocial services.

At the same time, reaffirming Indonesia's commitment to the Convention on the Rights of Persons with Disabilities, in 2014 a Head of National Agency for Disaster Management Regulation on the Treatment, Protection, and Participation of Persons with Disabilities in Disaster Management (*Peraturan Kepala Badan Nasional Penanggulangan Bencana Nomor 14 Tahun 2014 tentang Penanganan, Perlindungan dan Partisipasi Penyandang Disabilitas dalam Penanggulangan Bencana*) was promulgated. This Regulation sets out the guiding principles for the participation of persons with disabilities in disaster management, and calls for the formation of disability service units in the national and regional disaster management agencies. The disability service units have responsibility for planning and budgeting of programmes on disability inclusion, promoting the fulfilment of rights of persons with disabilities, coordinating with relevant ministries and agencies, and monitoring and evaluation of the implementation of commitments to disability inclusion in disaster management.

Key resources

- Office of the High Commissioner for Human Rights (2020). [Policy Guidelines for Inclusive Sustainable Development Goals: Climate Change and Disaster Risk Reduction](#).
- [IFRC Disaster Law Checklist \(2019\) – PGI checklist \(p. 31-34\)](#)

ARF-PGI Inclusion Target Action 3

Develop disability-inclusive disaster resilience plans such as risk assessments, emergency response plans, and recovery and rehabilitation plans, and allocate resources, and ensure active involvement of persons with disabilities, particularly children, women, youth and elderly/ older persons

Proposed activities

- 3.1 Conduct a review of the evidence base and lessons learned from previous disaster responses to inform the development and/or revision of disaster resilience plans.
- 3.2 Map key stakeholders to engage in the development and revision of plans, including organisations and networks of persons with disabilities.
- 3.3 Map existing assessment and response tools and standard operating procedures to identify key gaps on inclusion, and revise as needed.
- 3.4 Review and revise feedback mechanisms for accessibility.
- 3.5 Conduct inclusive simulation exercises to test plans and standard operating procedures in partnership with organisations or networks of persons with disabilities.

Suggested indicators:

- Number of disaster plans, tools, or guidelines developed in partnership with organisations of persons with disabilities
- Number of disability-inclusive disaster risk management plans revised or adopted

Box 16. ASEAN Workshop on Integration of Protection, Gender, and Inclusion to Enhance the ASEAN Joint Disaster Response Plan

In November 2021, the AHA Centre organised the ASEAN Workshop on Integration of PGI to Enhance the ASEAN Joint Disaster Response Plan (AJDRP). As the Plan provides a common framework to deliver a timely, at-scale, and joint response through mobilisation of required assets and capacities, the Workshop aimed to solicit inputs from AMSs and development partners on key entry points and strategies to integrate protection, gender, and inclusion in emergency response to enhance its implementation.

As a result, participants of the Workshop, representing ASEAN sectoral bodies and international organisations, including those representing persons with disabilities, recommended the following considerations for inclusion to the AJDRP:

- Strengthen the availability and use of SADDD in the RVA and preparedness phase. This would in turn provide better information of at-risk groups and the type of vulnerabilities they are facing, to better inform emergency response teams when they dispatch gender-inclusive assistance and support.
- Emphasise the need for specific expertise on gender and sexual and reproductive health and/or maternal and child health in emergency medical teams.
- Underscore the required logistics, equipment, and procedures to evacuate vulnerable groups during disasters (e.g. pregnant women, children, people with disabilities).
- Continue engaging with civil society using the APG and beyond and consider expanding the partnership to include more women-led organisations and/or disability-focused networks or organisations.
- Put more emphasis on the urgency of specific emergency relief items (e.g. dignity kits) and displacement centres or shelters that accommodate the need of vulnerable groups, including consideration of sexual and gender-based violence and sexual and reproductive health.

Key resources:

- IFRC (2015). [All Under One Roof: Disability-inclusive shelter and settlements in emergencies](#).
- Sphere (2018). [Humanitarian Inclusion Standards for Older People and People with Disabilities](#).

ARF-PGI Inclusion Target Action 4

Promote the sharing of good practices and lessons learned on DRR to build on those and other innovative measures in creating disability-inclusive disaster management plans, programmes, and procedures.

Proposed activities

- 4.1 Review protocols and procedures for disaster management events, dialogues, and webinars for accessibility, and make provisions for accessibility (e.g. wheelchair accessibility, lighting, sign-language interpreters).
- 4.2 Document and compile good practices on CBDRM, especially those that highlight the roles and leadership of persons with disabilities.
- 4.3 Identify best practices on the collection and analysis of disaggregated data for disability-inclusive disaster management plans, programmes, and procedures.
- 4.4 Organise events for documentation of best practices and lessons learned in creating disability-inclusive disaster management plans, programmes, and procedures in collaboration with the APG and other stakeholders.
- 4.5 Leverage existing online platforms for sharing of best practices and innovation on creating disability-inclusive disaster management plans, programmes, and procedures.
- 4.6 Invest in and scale up inclusive community-based protection mechanisms that provide tailored and context-specific responses.

Suggested indicators:

- Number of knowledge products of best practices and lessons learned in developing or revising disability inclusive-disaster management plans, programmes, and procedures

Key resources:

- Disability-inclusive Disaster Risk Reduction Network. [Resource Library](#).

ARF-PGI Inclusion Target Action 5

Conduct trainings and capacity-building activities for local, national, and community emergency response managers, and first responders

Proposed activities

- a. Conduct capacity-building events at national and local levels on disaster data disaggregation, and on disability-inclusive local and community emergency response plans.
- b. Conduct TOTs on gender and social inclusion modules in the RVA Guidelines for the AMS NDMOs and the AHA Centre, so that capacity-building initiatives can be taken up by AMSs at national and local levels.
- c. Design or revise the first-responder training curriculum including needs, rights and capacities of persons with disabilities and elderly people, with appropriate communication requirements, and conduct TOTs for AMSs to take up national and local level trainings for first responders' disaster preparedness.
- d. Sensitise frontline workers on disability-related needs, and on how to communicate respectfully with persons with physical, sensory, and intellectual disabilities

Suggested indicators:

- Proportion of disaster management personnel trained, training on inclusion of persons with disabilities and elderly people
- Number of regional and national training curriculums integrating modules on addressing the needs of persons with disabilities and elderly people

Box 17. Leveraging technology for inclusive community first response in Singapore

The Singapore Civil Defence Force (SCDF) has launched two initiatives aimed at mobilising community members to be first responders, namely, the SGSecure Responders' Network and myResponder initiatives. With more than 100,000 registered and trained community first responders able to respond to emergency activations on the myResponder app, more than 30 lives have been saved.

The myResponder app alerts members of the public to nearby fire and medical cases, while also providing a means for the public to provide on-site information on emergencies to the SCDF. In medical cases, the myResponder app helps first responders locate nearby AEDs; while in minor fires first responders are guided to mitigate the fire using available means. In major incidents, users are able to alert the SCDF with photo and video documentation of the developing incident.

ARF-PGI Inclusion Target Action 6

Establish a network of disability and human rights professionals among emergency response managers and responders, and consult network of organisations of persons with disabilities in the planning, implementation, and evaluation of policies and programs on disaster and emergency preparedness

Proposed activities

- 6.1 Review and expand existing platforms for DRR to include disability and human rights professionals, and co-develop studies and other knowledge products.
- 6.2 Organise consultations with networks and organisations of persons with disabilities to better understand inclusion risks during disasters (including GBV and child protection); assess barriers faced by persons with disabilities to safe and equitable access to services and humanitarian assistance; identify solutions for how best to mitigate and prevent inclusion risks; and address barriers to access in the planning, implementation, and evaluation of policies and programmes on disaster and emergency preparedness.
- 6.3 Promote inclusive dialogue and partnership among governments and stakeholders to develop and implement initiatives that can enhance participatory and effective governance for persons with disabilities.

Suggested indicators:

- Number of disability and human rights professionals engaged in regional or national disaster management platforms and networks
- Number of emergency response and assessment teams with technical expertise on inclusion

ARF-PGI Inclusion Target Action 7

Ensure that persons with disabilities have access to disability inclusive national, local, and community level public offices, facilities, equipment, and relevant resources used in emergency situations

Proposed activities

- 7.1 Review and revise response and recovery plans for ensuring equitable and easy access to basic and life services within safe physical reach of all sections of the population.
- 7.2 Define and implement guidelines for enabling persons with disabilities to participate in all processes that assess, plan, design, implement, monitor or evaluate disaster management programmes, in all phases and at all levels.
- 7.3 Support capacity of all stakeholders to develop accessible and resilient infrastructure, based on existing guidelines.
- 7.4 Based on consultations with persons with disabilities, carry out accessible adaptation of existing evacuation centres and shelters.
- 7.5 Conduct audits and studies to support operations of the regional Disaster Emergency Logistics System for ASEAN, anticipate needs from new disaster scenarios, and identify specific relief items that meet the needs of diverse groups, including people with disabilities.

Suggested indicators:

- Number of guidelines revised to include participation of persons with disabilities in disaster management
- Evidence of application of guidelines in sub-national and local communities
- Proportion of evacuation shelters and centres that are accessible

Key resources:

- IFRC (2015). [All Under One Roof: Disability-inclusive shelter and settlements in emergencies](#).
- UNOPS and UN Women (2019). [Guides on integrating gender into infrastructure development in Asia and the Pacific](#).
- Asia-Pacific Issue-Based Coalition for Building Resilience (2021). [Climate and Disaster Resilient Infrastructure: Building Resilience to Future Uncertainties and Shocks](#).

ARF-PGI Inclusion Target Action 8

Promote a rights-based/needs-based and life-cycle approach and eliminate all forms of maltreatment on the basis of old age and gender through equitable access to public services, income generation, health care services, and essential information, as well as preventive measures, legal protection, and effective support systems in disasters.

Proposed activities

- 8.1 Ensure contingency plans include specific actions to ensure that persons with disabilities and elderly people can evacuate and are protected during these operations, including actions specific to mobility, sight, hearing, and mental impairments and isolation.⁵⁶
- 8.2 Sensitise all disaster management staff and frontline workers on the rights, protection, and safety of persons with disabilities and elderly people.
- 8.3 Design accessible mechanisms to communicate and receive information on protection, and design mechanisms to act on feedback.
- 8.4 Translate information materials on disaster risk in all relevant national, regional and local languages of AMSs for dissemination and widely disseminate them using multiple platforms and formats, e.g. audio, visual, sign language, Braille, picture and easy to-read formats.
- 8.5 Expand digital platforms (e.g. mobile applications) with appropriate modes for disseminating risk information to people with disabilities, women, elderly people, and youth.
- 8.6 Review and revise disaster-responsive social protection policies to ensure that they are fully inclusive of all elderly persons and people with disabilities.

Suggested indicators:

- Number of contingency plans with specific actions to address the needs and promote the participation of persons with disabilities and elderly people
- Number of relevant government officials and countries capacitated with mechanisms to communicate and receive information on protection, and to act on feedback

Key resources:

- HelpAge (2019). [Age Inclusive Disaster Risk Reduction: A Toolkit](#).
- HelpAge (2020). [Access to age-assistive technology: A resilience building measure for older people](#).
- UNDRR and HelpAge (2017). [Charter 14 for older people in disaster risk reduction](#)

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- AICHR (2018). Thematic Study on Women in Natural Disasters: Indicative Findings in Unraveling Gender in Institutional Responses.
- ASEAN & UNICEF (2019). Ending Violence Against Children in ASEAN Member States.
- ASEAN (2020). AADMER Work Programme 2021-2025.
- ASEAN (2020). Chairman’s Press Statement of ASEAN Women’s Leadership Summit: “Women’s Role in Building a Cohesive, Dynamic, Sustainable and Inclusive ASEAN Community in a Post-COVID-19 World.”
- ASEAN (2021). ASEAN Gender Mainstreaming Strategic Framework 2021-2025.
- ASEAN (2021). ASEAN Regional Framework on Protection, Gender, and Inclusion in Disaster Management 2021-2025.
- ASEAN (2022). Ensuring Gender-Responsive Disaster Risk Reduction: Good Practices from ASEAN.
- IASC (2019). Guidelines on the Inclusion of Persons with Disabilities.
- IFRC (2018). World Disasters Report.
- IFRC (2018). Protection, Gender, and Inclusion Minimum Standards for Emergencies.
- IFRC (2020). Policy Brief for Enhancing Laws and Regulations to Protect Children in Disasters.
- Republic of the Philippines (2016). Republic Act 10821 (the Children’s Relief and Protection Act).
- SPHERE (2017). Humanitarian Charter and Minimum Standards in Humanitarian Response.
- Viet Nam Disaster Management Authority (2016). Ha Noi Recommendations on Gender and Disaster Risk Reduction.
- World Bank (2021). Gender Dimensions of Risk and Resilience – Existing Evidence.
- United Nations (2019). Disability Inclusion Strategy.
- United Nations Economic and Social Council (1997). Agreed Conclusions 1997/2.
- UNDRR and HelpAge (2015). Charter 14 for Older People in Disaster Risk Reduction.
- UNDRR (2019). Words into Actions: Engaging children and youth in disaster risk reduction and resilience

ENDNOTES

- 1 The type of intervention follows the types laid out in the AADMER Work Programme 2021-2025, with an additional category for national service provision.
- 2 Adapted language: AADMER Work Programme 2021-2025, pp5, 2.5.2; ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (F); ASEAN RPA on EVAC (2016), s 63; ASEAN Enabling Masterplan 2025, APSC 7.3, 22; SDG 5.1, 13 (b), Asia RPA on Sendai (2018-2020), s 3.2.
- 3 Adapted language: ASEAN Declaration on ERAW and EVAC, art 6; ASEAN RPA on ERAW, s 47; ASEAN RPA on EVAC, s 47.
- 4 Adapted language: ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (B); AADMER Work Programme 2021-2025, Output 1.1; ACW Work Plan 2021-2025.
- 5 Adapted language: ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (D); ACW Work Plan 2021-2025.
- 6 Exact language: ASEAN Enabling Masterplan 2025 APSC Action Point 16, contributes to AADMER Work Programme 2021-2025 key performance indicators 11 and 26.
- 7 Adapted language: ASEAN RPA on ERAW, Action 2(18).
- 8 Adapted language: ASEAN RPA on EVAC (2016), s 4,5,10,13,15,16,17,54; Sendai Framework for DRR; CRC art 19,34; CEDAW art 1; SDG 5.1,5.2,5,3; CRPD, art 11.
- 9 Adapted language: ACW Work Plan 2021-2025, ASEAN RPA on EVAC (2016), s 14, 23, 35; CRC art 19, 34; CEDAW art 1; SDG 5.1, 5.2, 5,3; CPRD, art 11.
- 10 Adapted language: ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (D).
- 11 Exact language: ASEAN Enabling Masterplan 2025, ASCC Action Point 20.
- 12 Exact language: ASEAN Enabling Masterplan 2025, ASCC Action Point 21; similar to APSC Action Point 23.
- 13 Adapted language: ASEAN RPA on ERAW (2016), s 38; ASEAN RPA on EVAC (2016), s 4.
- 14 Adapted language: AADMER Work Programme 2021-2025 Priority Programme 1, Output 1.1 & key performance indicator 41.
- 15 Adapted language: AADMER Work Programme 2021-2025 Priority Programme 2, Output 2.5.
- 16 Exact language: ASEAN Enabling Masterplan 2025, ASCC Action Point 22.
- 17 Exact language: ASEAN Enabling Masterplan 2025, ASCC Action Point 22.
- 18 Adapted language: ASEAN RPA on ERAW (2016), Action 6(53).
- 19 Adapted language: AADMER Work Programme 2021-2025, 2.5.3, key performance indicator 26; ASEAN Declaration on Vision 2025, art (H); ASEAN Declaration on ERAW and EVAC (2013), art 8, ASEAN RPA on ERAW (2016), s 56.
- 20 Adapted language: ASEAN Declaration on Vision 2025, art (H); AADMER Work Programme 2021-2025 Priority Programme 2, Output 2.5.
- 21 Exact language: ASEAN Enabling Masterplan 2025, APSC Action Point 14.

- 22 Adapted language: ASEAN Declaration on ERAW and EVAC (2013), art 3, ASEAN RPA on EVAC (2016); ASEAN Declaration on Strengthening Social Protection; ASEAN Declaration on Gender-Responsive Implementation of the SDGs, ASEAN RPA on ERAW (2016), ss 11, 15, 16, 17, 20, 25, 30; Sendai Framework on DRR; CRC art 19, 34; CEDAW art 1; SDG 5.1, 5.2, 5.3; CRPD, art 11.
- 23 Exact language: ASEAN RPA on ERAW, Action 3(36).
- 24 Adapted language: ASEAN RPA on EVAC, s 4, 5, 10, 13, 15, 16, 17, 54; CRC art 19,34; CEDAW art 1; SDG 5.1, 5.2, 5.3; CRPD, art 11.
- 25 Adapted language: ASEAN Declaration Against Trafficking in Persons Particularly Women and Children, s 6; ASEAN Leaders' Joint Statement in Enhancing Cooperation Against Trafficking in Persons in South East Asia , s 1,3,4,5; CRC art 19, 34; CEDAW art 1; SDG 5.1, 5.2, 5.3.
- 26 Exact language: Sendai Framework for DRR, Priority 2, 30(j)
- 27 Adapted language: ACW Work Plan 2021-2025.
- 28 Exact language: ASEAN Enabling Masterplan 2025, ASCC Action Point 23.
- 29 Adapted language: KL Declaration on Ageing, art 3.
- 30 IFRC (2018), Protection, Gender and Inclusion Minimum Standards for Emergencies
- 31 IFRC and ASEAN (2018), Responsibility to Prevent and Respond to Sexual and Gender Based-Violence in Disasters and Crises
- 32 Inter-Agency Standing Committee (1998). Protection definition.
- 33 SPHERE Handbook (2017) Humanitarian Charter and Minimum Standards in Humanitarian Response, p. 36, Global Protection Cluster, Protection Mainstreaming Principles.
- 34 SPHERE Handbook (2017), Humanitarian Charter and Minimum Standards in Humanitarian Response, p. 37.
- 35 Republic of the Philippines, Republic Act 10821 (the Children's Relief Protection Act) s 257.
- 36 IFRC, We Need to do Better, Policy Brief for Enhancing Laws and Regulations to Protect Children in Disasters (2020) and Philippines Case Study (2020), ASEAN, Ending violence Against Children in ASEAN Member States, 2019, p. 53-54.
- 37 UNDRR (2019). Words into Actions: Engaging children and youth in disaster risk reduction and resilience.
- 38 Case study provided by Save the Children Thailand, April 2022.
- 39 GBV AoR, Prevention and Response to GBV in Setting Affected by Natural Disasters, p. 23-25.
- 40 ASEAN, Ending Violence Against Children in ASEAN Member States, 2019, p. 53-54.
- 41 ASEAN (2021). ASEAN Gender Mainstreaming Strategic Framework 2021-2025.
- 42 Ibid.
- 43 ASEAN (2020). Chairman's Press Statement of ASEAN Women's Leadership Summit: "Women's Role in Building a Cohesive, Dynamic, Sustainable and Inclusive ASEAN Community in a Post-COVID-19 World."
- 44 World Bank (2021). Gender Dimensions of Risk and Resilience – Existing Evidence.
- 45 1997 Agreed Conclusions of the UN Economic and Social Council.
- 46 ASEAN (2021). ASEAN Gender Mainstreaming Strategic Framework 2021-2025.
- 47 Adapted from VNDMA and ASEAN (2022). Ensuring Gender-Responsive Disaster Risk Reduction: Good Practices from ASEAN.

Endnotes

- 48 See Gender Target Actions 1 and 2 of these Guidelines (p. x and y) for further guidance.
- 49 AICHR (2018). Thematic Study on Women in Natural Disasters: Unraveling Gender in Institutional Responses.
- 50 Adapted from VNDMA and ASEAN (2022). Ensuring Gender-Responsive Disaster Risk Reduction: Good Practices from ASEAN.
- 51 <https://www.un.org/development/desa/socialperspectiveondevelopment/issues/social-integration.html>
- 52 UN Disability Inclusion Strategy.
- 53 Adapted from IASC Guidelines on the Inclusion of Persons with Disabilities
- 54 IFRC World Disasters Report 2018.
- 55 Based on analysis of Law No. 24/2007 on Disaster Management and Law No.8/2016 on Persons with Disabilities; Head of National Agency for Disaster Management Regulation No. 14/2014 on Treatment, Protection and Participation of Persons with Disabilities on Disaster Management
- 56 UNDRR and HelpAge (2015). Charter 14 for Older People in Disaster Risk Reduction.

ANNEX A: SELF-GUIDED PRIORITIZATION EXERCISE

Download Annex A and B on the ASEAN Secretariat website.

Instructions for use:					Example prioritization criteria:					
1. Discuss alignment of each Target Action with national plans and frameworks, including both DRR national plans and policies and other relevant national plans on PGI					Alignment with country DRR plans and priorities					
2. Define prioritization criteria (example criteria at end of this worksheet) and the weighting for each, ensuring that the total achievable score is 100					Alignment with country PGI plans and priorities					
3. Collectively score each Target Action based on the prioritization criteria decided					Aligned with recommendations generated through research or participatory consultations					
4. Review the total score column for results of prioritization exercise – dark green indicates highest priority; white indicates low priority					Funds allocated or external resources available					
					Technical capacities to implement this Target Action are available at national level					
					Technical support available from UN, Red Cross Red Crescent, CSO, private sector, or academia partners					
Target Action	Type of intervention	Alignment with national plans and frameworks	Alignment with ASEAN declarations, plans, and frameworks on DRR and PGI	Scoring					Total score for Target Action	Comments/Observations
				Criteria 1 (Score from 0-20)	Criteria 2 (Score from 0-20)	Criteria 3 (Score from 0-20)	Criteria 4 (Score from 0-20)	Criteria 5 (Score from 0-20)		
Cross-cutting										
1. Institutionalize the leadership of women, children, youth, elderly, the poor and people with disabilities in disaster preparedness, response, and recovery, and promote full and equal participation in decision-making.	Cross-cutting		AADMER Work Programme 2021-2025, p05, 2.5.2; ASEAN Declaration on the Gender Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (F); ASEAN RPA on EVAC (2016), s 63; ASEAN Enabling Masterplan 2021; APSIC 7.3, 22	15	14	18	12	15	74	
Pillar 1: Protection										
1. Undertake safe and ethical research, data collection and analysis on protection risks in disasters and crises, including GBV and violence against children to support the formulation and effective implementation of laws, policies and programmes.	Development of studies and assessments		ASEAN Declaration on the Gender-Responsive Implementation of the ASEAN Community Vision 2025 and Sustainable Development Goals, art (B); AADMER Work Programme 2021-2025, Output 3.3; ACW Work Plan 2023-2025	6	14	9	11	3	43	
2. Incorporate the prevention of and response to all forms of GBV and violence against children into the planning and delivery of DRR programs and protocols as well as in all humanitarian response	Development of strategies, guidelines, and policies		ASEAN RPA on EVAC, Action 2(18)						0	
3. Develop strategies and undertake actions to protect children and ensure their safety, health and well-being in disasters	Development of strategies, guidelines, and policies		ASEAN RPA on EVAC (2016), s 43,50,33,35,36,37,54						0	
4. Develop and implement strategies and Codes of Conduct to prevent all forms of GBV, sexual exploitation, abuse, and harassment	Development of strategies, guidelines, and policies		ACW Work Plan 2021-2025; ASEAN RPA on EVAC (2016), s 34, 23, 35						0	

ANNEX B: ACTION PLANNING TEMPLATE

Annex B: Action planning template								Date:
Target Action								
Timeframe (years and months)								
Indicators								
Source of funding								
Amount allocated								
Key Activities								
Key Activities	Timeline	Existing tools/resources to guide implementation	Action owner	Other relevant departments/agencies	Local level engagement	Responsible agency at local level	Support required at local level	Progress notes

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